

DOCUMENT RESUME

ED 150 898

HE 009 603

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TITLE Proceedings of the Conference of University Administrators (CUA).
PUB DATE 77
NOTE 68p.; Conference held at University College of Swansea, March 31 - April 2, 1977.
AVAILABLE FROM Conference of University Administrators, University of Strathclyde, 204 George Street, Glasgow, G1 1XW, Scotland
EDRS PRICE MF-\$0.83 HC-\$3.50 Plus Postage.
DESCRIPTORS *Administrative Personnel; Administrator Characteristics; Administrator Responsibility; Administrator Role; Age; Career Ladders; College Faculty; College Governing Councils; Committees; *Conference Reports; Departments; Grading; *Higher Education; Statistical Data; Teacher Salaries; *University Administration
IDENTIFIERS England; University of Liverpool

ABSTRACT

Selected papers and discussions from the Conference of University Administrators held at University College of Swansea on March 31 - April 2, 1977 are presented. The characteristics of a departmental administrator are described, as well as his responsibilities and relationships with members of the staff in the department, with the central administration, and with the student body. The value of the committee system in university administration is examined. The faculty administration at the University of Liverpool, England, is described, with a discussion of its merits and defects. The constitutional and structural evolution of higher education is analyzed in the individual university, a regional setting, and on the national scene. A discussion on career prospects for university administrators is presented and includes information on the number of administrators, grading structure, and age structure. Finally, the problems associated with the conflicting relationship existing between polytechnics and universities are examined. (SPG)

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CUA

University College of Swansea

PROCEEDINGS 1977

U.S. DEPARTMENT OF HEALTH,
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PROCEEDINGS OF THE CONFERENCE OF UNIVERSITY ADMINISTRATORS (CUA) -
University College of Swansea, 31 March - 2 April 1977

LIST OF CONTENTS

	<u>page</u>
Note by the Editor	2
List of CUA Officers 1977	2
Summary of Business and Details of Activities	3
Selected papers and reports on discussions at the Swansea conference (in order of presentation):	
Administration in Academic Departments	9
Report by Mr D M Levenberg (UMIST), and papers presented by Mr Levenberg, Mr R M White (Newcastle) and Mr J F Clinton (East Anglia)	
Committee Servicing - How can we help make the Committee system work?	24
Paper presented by Mr R H Jones (Birmingham)	
Faculty Administration	29
Paper presented by Mr P L Kemp (Liverpool)	
Faculty Administration (Education)	32
Report by Mr R G Mulgrue (Birmingham)	
The Future of Higher Education	34
Paper presented by Mr D W J Morrell (Strathclyde)	
Career Prospects for University Administrators - some basic facts about the profession	44
Paper presented by Mr J F D Lauwerys (Imperial College)	
Polytechnics and Universities: Love or Hate?	56
Paper presented by Mr M Orr (Polytechnic of Central London) and Mr K N Houghton (Aston)	
<u>Appendix I</u>	
List of papers and reports received but not included in this publication	65

NOTE BY THE EDITOR

The fourth Annual Conference of University Administrators (CUA) was held at University College, Swansea from Thursday, 31 March - Saturday, 2 April, 1977. Approximately 425 people took part, including visitors from overseas and some observers from other organisations. The programme consisted of meetings of 19 specialist groups, 8 seminars for training programme organisers, 6 themes, 18 discussion groups, films made by universities about themselves as aids to student recruitment, and an 'any questions' session. The panel for this session consisted of Professor Glanmor Williams, Vice-Principal, University College of Swansea, Mr Laurie Sapper, General Secretary, Association of University Teachers, and Mr Peter Scott, Editor, Times Higher Education Supplement, under the Chairmanship of Mr Roy Butler, Registrar, University of Newcastle upon Tyne.

The Conference address was given by Mr Gerry Fowler MP, on university administration in conditions of severe resource constraint.

The Conference also formally received the Interim Report (1977) of the Group on forecasting and university expansion. Copies of the Report (price £1.00) may be obtained from Mr M G E Paulson-Ellis, Treasurer, Conference of University Administrators, University of Strathclyde, Royal College Building, 204 George Street, Glasgow G1 1XW.

The number of substantial papers submitted for inclusion was less than last year and it has therefore been possible to include most of the shorter papers submitted. This smaller number of papers suggests that the pressure on University Administrators during a period of financial shortage has increased and thanks, therefore, are particularly appropriate when members of CUA are subject to such pressures. I would like to add my own thanks for the help I have received from the large number of people who have made this publication possible.

F J Orton
University of Sheffield

CUA OFFICERS 1977

Chairman	:	Richard Mawditt (Bath)
Secretary	:	Mark Pargeter (Keele)
Assistant Secretaries	:	Sandra Pratt (Essex) Stephen Westacott (Bradford)
Treasurer	:	Michael Paulson-Ellis (Strathclyde)
Chairman of Training Sub-Committee	:	Douglas Porter (Aston)
Editor of Newsletter	:	Ron Stannard (Southampton)
Editor of Proceedings	:	Francis Orton (Sheffield)

SUMMARY OF BUSINESS

THURSDAY, MARCH 31, 1977

- 1.00 pm - 2.30 pm - Registration
- 2.45 pm - 4.15 pm - Session I
- 4.45 pm - 6.00 pm - Session II
- 8.00 pm - 9.00 pm - Meeting of Branch Correspondents and the Executive Committee.

FRIDAY, APRIL 1, 1977

- 9.15 am - 10.15 am - Session III
- 11.00 am - 12.30 pm - Any Questions?
- 2.00 pm - 3.00 pm - Extra session on student unrest.
- 4.00 pm - 5.15 pm - Session IV
- 5.30 pm - 6.45 pm - Address by Mr Gerry Fowler MP.
- 7.45 pm - Formal dinner and address by Professor R W Steel, Principal of University College of Swansea.

SATURDAY, APRIL 2, 1977

- 9.30 am - 10.45 am - Session V
- 11.15 am - Annual General Meeting

DETAILS OF ACTIVITIES

SESSION I - SPECIALIST GROUPS - THURSDAY, MARCH 31 - 2.45 pm - 4.15 pm

1. Administration in Academic Departments
Chairman : Mr D M Levenberg, UMIST
2. Central Administrative Services
(Printing, photocopying, memory typewriters, dictating machines, etc.)
Chairman : Mr W T Ewing, Ulster
3. Committee Servicing
(a) Chairman : Mr R H Jones, Birmingham
(b) Chairman : Mr D J Jennings, Bradford
4. Estates and Buildings
Chairman : Mr P M Crossland, Senate House, London
5. Examinations
Chairman : Mr R W J Evans, Wales
6. Faculty Administration (excluding Education and Medicine)
Chairman : Mr D F Rex, Essex
7. Faculty Administration (Education)
Chairman : Mr R G Mulgrue, Birmingham
8. Faculty Administration (Medicine - Part 1)
Chairman : Mr K Lockyer, Middlesex Hospital Medical School
9. Financial Accounting
Chairman : Mr L Ricketts, Sussex
11. Management Accounting
Chairman : Mr J R Frost, Sussex
12. Management Services (including computing/data processing and O & M)
Chairman : Mr R C Thompson, Salford
13. Personnel (Academic and Non-Academic)
Chairman : Mr J R L Beck, Essex
14. Publications
Chairman : Mr A M Currie, Sheffield

15. Research Grants Administration
Chairman : Mr R M Mawditt, Bath
 16. Superannuation
Chairman : Mr R W Griffin, Sussex
 17. Student Accommodation and University Catering
Chairman : Mr K J Riley, Keele
 18. Student Records
Chairman : Mr J D Pritchard, Wales
 19. Undergraduate Admissions
Chairman : Mr Aneurin Davies, Swansea
- Two groups (10 and 20) were not held due to insufficient demand.

SESSION II - THURSDAY, MARCH 31 - 4.45 pm - 6.00 pm

21. Training Session) Follow up on Seminars for Training Programme
22. Training Session) Organisers.
23. Theme - Trade Unions and Universities - Past, Present and Future.
Co-ordinator : Mr J Peel, Swansea.
Employee Participation and its implications for Trade Unions and Universities.
Speaker : Mr W E Jenkins, Senior Tutor, Industrial Relations, Swansea.
24. Theme - Financial Services and the possible need to obtain external advice.
Chairman : Mr W F D Harrison, Swansea.
Investment.
Speaker : Mr E M P Welman, a Managing Director of Baring Bros. and Co.Ltd., Merchant Bankers.
25. Theme - Resource Allocations I
Co-ordinator : Mr R D Nimmo, Brunel.
Introductory Talk and Workshop Sessions
Speaker : Mr F J Orton, Academic Secretary, Sheffield.
26. Theme - Future Developments in Computers and their effect on computerised systems in university administrations.
Co-ordinator : Mr S McGlennan, Strathclyde.
Accounts System
Speaker : Mr John Atkins, Data Processing Officer, Southampton.
27. Theme - Future of Higher Education in the U.K.
Co-ordinator : Mr D W J Morrell, Strathclyde.
Nature and quantity of demand from applicants for higher education in the foreseeable future.
Speaker : Mr M Shattock, Chairman, CUA Ad Hoc Group on Forecasting and University Expansion.
28. Theme - Relations between Administrators and their Clients.
Co-ordinator : Mr S W C Holland, East Anglia.
Relations with Non-Teaching Staff.
Speaker : Mr W R Hayward, Secretary and Industrial Relations Officer, Universities Committee for Non-Teaching Staff.

SESSION II continued

- 29. Discussion Group - Structure, purpose and future development of USR.
Chairman : Miss C Holme, USR.
- 30. Discussion Group - Role of Public Relations in Universities.
Chairman : Mr R E Grinyer, Lancaster.
- 31. Discussion Group - Maintenance and Minor Works.
Chairman : Mr B Mayes, Sheffield.

SESSION III - FRIDAY, APRIL 1 - 9.15 am

- 32. Training Session - In-Basket Exercise : University of Basset
To try out ideas for solving some specific administrative problems.
- 33. Training Session - In-Basket Exercise : University of Nesfield.
To try out ideas for solving some specific administrative problems.
- 34. Theme - Trade Unions and Universities - Past, Present and Future.
Co-ordinator : Mr J Peel, Swansea.
The Trade Union View
Speaker : Mr R Keating, Assistant General Secretary, NUPE.
- 35. Theme - Financial Services and the possible need to obtain external advice.
Chairman : Mr P Bawdon, Swansea.
Insurance
Speaker : from Bain Dawes, Insurance Brokers.
- 36. Theme - Resource Allocations II
Co-ordinator : Mr R D Nimmo, Brunel.
Plenary Session
Speakers : Mr F J Orton, Sheffield.
Mr R D Nimmo, Brunel.
- 37. Theme - Future Developments in Computers and their effect on computerised systems in university administrations.
Co-ordinator : Mr S McGlennan, Strathclyde.
Registrarial Systems
Speaker : Mr R W Prince, Data Processing Officer, Edinburgh.
- 38. Theme - Future of Higher Education in the U.K.
Co-ordinator : Mr D W J Morrell, Strathclyde.
Possible constitutional and structural evolution
Speaker : Mr D W J Morrell, Registrar, Strathclyde.
- 39. Theme - Relations between Administrators and their Clients.
Co-ordinator : Mr S W C Holland, East Anglia.
Relations with Local Education Authorities
Speaker : Mr J Beale, Director of Education, West Glamorgan County Council.
- 40. Discussion Group - New shapes for Degrees.
Chairman : Miss R Nixon, London School of Economics.

SESSION III continued

- 41. Discussion Group - Universities and the local community.
Chairman : Mr R V Barnes, Swansea.
- 42. Discussion Group - Capacity Records - their compilation and use.
Chairman : Mr W C Cocks, Salford.

SESSION IV - FRIDAY, APRIL 1 - 4.00 pm - 5.15 pm

- 43. Training Session - Snapshots of Swinley.
A series of short case studies to stimulate discussion on various topics of interest to university administrators.
- 44. Training Session - The process of change.
An examination of the use of 'handbooks' for coping with change in a university.
- 45. Discussion Group - Career Prospects for Administrators.
Chairman : Mr J F D Lauwerys, Imperial College.
- 46. Discussion Group - Use of Open University materials by other institutions.
Chairman : Mr B A Ramsden, Open.
- 47. Discussion Group - Student Residences - How they should be run.
Chairman : Mr J G Kelly, London School of Economics.
- 48. Discussion Group - Implications for 1977/78 and subsequent years of annual student fee increases.
Chairman : Miss S O'Dwyer, Strathclyde.
- 49. Discussion Group - Polytechnics and Universities - Love or Hate?
Chairman : Mr R Butler, Newcastle-upon-Tyne.
- 50. Discussion Group - Student Involvement in the decision making processes.
Chairman : Mr S Westacott, Bradford
- 51. Discussion Group - Printing of Examination Papers - Internally or Externally.
Chairman : Dr P G Holiday, Aston.
- 52. Discussion Group - Liaison with Schools.
Chairman : Dr M J B Lowe, Strathclyde.
- 53. Discussion Group - The Administrator as Entrepreneur - the use of university facilities for profit.
Chairman : Mr G J Bodycombe, Swansea.
- 54. Specialist Group - Faculty Administration - Medicine (Part II)
Chairman : Mr P J Willicombe, Welsh National School of Medicine.

55. Training Session - The Jones Incident.
A case study of examination administration.
56. Training Session - The use of secretarial services.
Using material recently developed within
universities (video-tape exercises).
57. Theme - Trade Unions and Universities - Past, Present and Future.
Co-ordinator : Mr J Peel, Swansea.
The University View.
Speaker : Mr W R Hayward, Secretary and Industrial
Relations Officer, Universities Committee
for Non-Teaching Staff.
58. Theme - Financial Services and the possible need to obtain
external advice.
Chairman : Mr W R James, Swansea.
Pensions
Speaker : Mr M Pilch from Noble Lowndes, Pension
Consultants.
59. Theme - Resource Allocations III
Co-ordinator : Mr R D Nimmo, Brunel.
Decentralisation
Speakers : Mr E R Chandler, Academic Registrar
Mr R D Nimmo, Administrative Secretary,
Brunel.
60. Theme - Future Developments in Computers and their effect on
computerised systems in university administrations.
Co-ordinator : Mr S McGlennan, Strathclyde.
(a) General consideration and predictions on developments
as they will affect university administrations as a
whole.
Speaker : Mr S McGlennan, Management Systems
Officer, Strathclyde.
(b) Question Time.
Panel : Mr John Atkins, Mr R W Prince and
Mr S McGlennan.
61. Theme - Future of Higher Education in the U.K.
Co-ordinator : Mr D W J Morrell, Strathclyde.
Graduate manpower deployment.
Speaker : Mr B Putt, Director, Central Services Unit
for University and Polytechnic Careers and
Appointments Services.
62. Theme - Relations between Administrators and their Clients.
Co-ordinator : Mr S W C Holland, East Anglia.
Relations with Exchequer and Audit Department.
Speaker : Mr J A Collens, Deputy Director of Audit
Exchequer and Audit Department.

- 63. Films - A number of films made by Universities about themselves as aids to student recruitment will be shown.
- 64. Discussion Group - Student Welfare - too much or too little?
Chairman : Mr E Wynn Jones, Aberystwyth.
- 65. Discussion Group - Economics in Universities - Administrative structures necessary for economies.
Chairman : Mr M G de St V Atkins, Lancaster.

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ADMINISTRATION IN ACADEMIC DEPARTMENTS

D M Levenberg, Senior Assistant Registrar, UMIST

This session was attended by 26 members. Before beginning the discussion some simple statistics on the participants were compiled by means of a show of hands as follows:-

- (i) 18 of those present had either served or were at present serving as Departmental Administrators.
- (ii) Four of these had served in this capacity for more than two years.
- (iii) The size of department in which these 18 members were working was approximately as follows:-

less than 100 students	2
less than 200 students	3
less than 300 students	4
less than 400 students	2
less than 500 students	2
more than 500 students	5
- (iv) Only two of the 18 were appointed to their posts after first having served for a period in the Central Administration.

Three papers which had been circulated before the meeting for discussion, are attached to this report.

During the course of a wide-ranging discussion some lively divergence of views manifested itself. There appeared to be a definite albeit reluctant consensus in support of the thesis that Departmental Administrators were in general likely to decrease in number in future years, as a result of a) financial stringency and b) an increasing trend towards centralisation and away from departmental autonomy, although it was thought that this process would probably be a slow one.

So far as the function of a Departmental Administrator was concerned, it was concluded that to a considerable extent this was dictated by the Head of the Department concerned and was closely related to his requirements and expectations, although clearly the character of the department and the nature and extent of its activities were also factors. It was suggested that for all Departmental Administrators the work-load and level of responsibility were both likely to increase the longer they served in their departments - this would apply to a greater extent than for other administrative posts in view of the special function performed by the Administrator in an academic department.

Although the size of a department in terms of student and staff numbers would clearly be one of the deciding factors in assessing whether or not it could justify the employment of a full-time professional administrator, it was necessary also to take into account the complexity and number of courses offered in the department as well as the financial resources available to it, which would be controlled by the administrator. One member of the Group, for example, was employed in a department with only nine members of staff and one or two courses, but there were additional tasks associated with the students involving liaison with outside public bodies which meant that the services of a full-time administrator were required.

A final point to emerge from the discussions was that paradoxically there were advantages to be gained by appointing as a Departmental Administrator someone who was not in fact qualified in the particular discipline or disciplines taught in that department. This could help to ensure that not only was the administrator able to take a reasonably detached (if uninformed!) view of academic problems but could be seen to be impartial by his academic colleagues.

Considerable interest was expressed in the suggestion that it was worthwhile producing a procedural document setting out clearly areas of responsibility as between the Departmental Administrator and members of academic staff with administrative duties: a copy of one such document which had been produced was tabled for members to examine.

Members touched on most of the other points raised in the attached papers but no firm conclusions were reached although a good deal of mutual commiseration took place and the general impression was gained that, whatever other qualities he/she may have, a fondness for hard work is the prime requirement for a Departmental Administrator.

Many of the points raised in the papers might well have been explored in much more detail had time permitted and I would think that there was ample material for and interest in a further session on this topic at a future conference.

ADMINISTRATION IN ACADEMIC DEPARTMENTS

D M Levenberg, Senior Assistant Registrar, UMIST

1. Statistics

Before beginning the discussion proper, it may be helpful to compile some statistics on the participants by means of a simple show of hands as follows:

- (a) How many have served or are serving as departmental administrators?
- (b) For how long - more than or less than 2 years?
- (c) In how large departments - less than 100/200/300/400/500 students?
- (d) How many were appointed directly into departments without first having served for a period in the Central Administration?

2. Size of Department

What is the approximate size a department needs to reach in order to justify the appointment of some professional administrative assistance (number of students and number of staff)?

3. Links with Central Administration

Given that some departments do require professional administrative assistance, is it desirable that the persons appointed to give such assistance should first have served in the Central Administration of the University? Further, should they have some prospect of returning to the Central Administration after a certain period of time in the department? Clearly there are mutual advantages to be gained from an understanding of the Central Administration and a knowledge of its procedures as well as from personal relationships established with its members but are those advantages at least partly negated by possible problems of divided loyalties?

4. Status of Administrators

The importance of full acceptance of departmental administrators as equals by academics cannot be too highly stressed. However, this can only flow from a proper appreciation of the essential nature of the function which they perform and its careful and overt integration in the department. It does carry with it also an obligation on the administrator to participate in the social life of the department as well as in its academic activities. Fundamentally this is the same problem faced by members of the Central Administration but of course it is seen even more clearly in a departmental context because of the continuous daily contact with academics and students.

5. Method of Working

It is in the nature of the duties performed by a departmental administrator that he finds himself on call all day every day - and sometimes at night as well if he has a telephone at home!

Should the administrator try to control this in some way, e.g. by setting aside certain times during the day when he is not available for consultation by staff/students or should he regard this as one of, if not the most important part(s) of his job? For an administrator moving into a department from the Central Administration the adjustment in working methods arising from this continuous stream of enquiries can be very difficult.

6. Procedural Document

There is much to be said for the production of a procedural document, prepared in consultation with and agreed by senior academics in the department, setting out clearly areas of responsibility as between the departmental administrator and members of academic staff with administrative duties. The production of such a document has three main benefits:

- (i) It forces the administrator and his senior academic colleagues to think clearly about current procedures and to some extent therefore provides an opportunity for re-appraisal.
- (ii) It is of great value to a new departmental administrator when taking up his duties to have a "book of words" to which he can refer from time to time.
- (iii) It ensures that the administrator is able to avoid encroaching on areas which academics regard as their own and about which they are specially (and quite justifiably) sensitive e.g. pastoral care of and advice to students, professional competence in their own subject etc. It is vital for departmental administrators to be fully alive to this problem in their dealings with individual members of academic staff and to have agreed written procedures to guide them, especially in those areas which might cause problems e.g. the preparation of references for students.

7. Tasks Undertaken

Most administrators in departments presumably find themselves coping with the same kinds of tasks - admissions, examinations, teaching timetables, accommodation and so forth.

The extent to which the administrator is permitted or is willing to become involved in policy matters will doubtless vary in different departments and in different universities. The deciding factor in the end will probably be the Head or Chairman of the department concerned and the way in which he goes about running the department. He may be looking for no more than an efficient and discreet assistant or he may on the other hand welcome a more constructive and active participation in the actual preparation and formulation of policy and development plans. Either of these expectations is reasonable in itself but of course the administrator in the first case will be performing at a lower level of responsibility than in the second. Where the Headship or Chairmanship of a department rotates, this could result in the departmental administrator finding his role changing also and in these circumstances he might well experience difficulties in adjusting to his new situation.

ADMINISTRATION IN ACADEMIC DEPARTMENTS

R.M. White, Senior Administrative Assistant, (School of Mathematics),
The University of Newcastle upon Tyne

Of all aspects of University administration, that of the academic department must be one of the hardest to lay down rules about. The employment of professional departmental administrators is a feature of some universities, but doubtless (given the diversity of the system) not of others. Even in those universities which go in for it, not all departments can have one. Whatever the virtues of the arrangement, only departments of a certain size can afford this luxury. And, if one examines just those departments which do have their own administrator, the functions of the person will vary widely too: the nature of the department, past history, the talents (and weaknesses) of individuals will all play their part in ensuring that one thing only is true: that there is no Universal truth.

In these circumstances, it is best to be honest. When, in this paper, I go on to talk about what departmental administration is, I am talking about what it is in a few departments (and one in particular) in one northern civic university. If I go on to say what departmental administration ought to be, then personal predilection must be taken into account. Let me put my cards on the table: I have a taste for the small as opposed to the large, for the informal and flexible as opposed to the rigid and centrally controlled, for the loose federation rather than the monolithic organisation. But these are personal preferences only; there are no grounds for treating them as dogma.

Why should academic departments wish to have their own administrator? Principally, because there are many chores which would otherwise fall to the lot of academics which are neither teaching nor research, and which can be taken off their shoulders by someone who can appreciate why teaching and research matter, but who does not devote his time to either. What these chores are will vary (as we have said) from place to place. However, we can list a few: care of the departmental finances, including research grants; furniture, equipment, and the good repair of the building; running the admissions system within the department, for both undergraduate and postgraduate students (although the final business of selection must properly remain an academic's responsibility); timetabling and room use; acting as secretary (and executive secretary at that) to the various departmental committees and boards; drafting letters, replies to questionnaires, discussion papers, regulation changes, notices to students: these are but some of the jobs which will come the way of the departmental administrator.

Most of the time, he is the man who stands in the middle. He will not control - who does? - the allocation of finance to the department, nor will he determine the academic priorities of spending within it. But like a good company accountant, he will keep a clear record, so that the basis for taking decisions is sound; he will be in a position to advise, suggest, and, at times, warn; and also he will have the time and semi-specialist knowledge to act as watchdog for the department as far as the central administration is concerned. The same intermediary role is true for his other functions: he will probably not buy furniture for the department himself; but he is better placed than others to explain to the central purchasing unit what is needed, because he is within and a member of the department which will use it. He will also, at times, need to explain to his academic colleagues the reasons why they cannot have precisely

what they want, and discuss cheaper or more practical choices with them. This, then, is one of the departmental administrator's key roles; that of bridge-builder. As an administrator, he knows how administrators' minds and administrative systems work, and the reasons - usually good ones - why they work as they do. As a colleague of academics, living and working with them, he does not forget - he is never allowed to forget - what their priorities are; and it is the priorities of the academic in the department which are what the University is about.

What sort of a person is the Head of a Department to look for, who wishes to appoint a departmental administrator? He must bear in mind that whoever is appointed has to be able to work on his own, and be already versatile in a range of administrative techniques. The new man (or woman) has to be able to coax his academic colleagues into good habits of orderliness and method; he (or she) cannot expect to be shown how to do the job by those he is going to be working with. His professional standards must be developed and ingrained, if he is to withstand the pressures of working on his own. This points to someone of - to put it delicately - a certain age, and more than a little experience. The departmental administrator needs also to be someone who can mix on an equal footing with his academic colleagues, and to be someone with an understanding of, and sympathy for, the idea of a University. This points to a graduate. (Perhaps in the future it will point increasingly to candidates with higher degrees?). These two facts together mean that the post is not one for a low paid or inadequately qualified junior; which is why - these days particularly - only the larger departments will feel justified in paying the inevitable price to have their own administrator.

The other characteristic of the departmental administrator is that he must be a Jack-of-all trades. (Perhaps the unflattering corollary also applies: let us say, at any rate, that departmental administration is likely to be the last refuge, in an increasingly specialist world, of the unrepentant generalist). Not only must he or she be able to write minutes clearly and concisely, and appreciate all the niceties of a discussion in an academic committee; he must also have a head for accounts and figures generally (courage - a calculator is a splendid crutch!), and be able to devise a commonsensical scheme for adapting a lecture room, and produce a sketch plan for it; if he (or she) is also a capable sign-writer, jig-saw puzzle wizard (for the timetable), mechanic, linguist, clairvoyant, qualified first-aider, and potential adjutant, it helps. This multiplicity of function implies a multiplicity of personal contacts. The departmental administrator has to be able to speak (in appropriate tongues) to professors and porters; to headmasters, and sixthformers, and students; engineers and boilermen, fellow administrators and fellow academics; and often all of these within the space of an hour. In short, a paragon. W.S. Gilbert's recipe for a heavy dragoon would meet the bill ideally.

And what of the place of the administrator within his department? It is almost certain, as I have indicated, to be a large department, and, as such, functions are likely already to be delegated. The departmental administrator will have one obvious boss - the Departmental Head. But there may also be an Executive Committee; and it may be a School, with a number of semi-autonomous departments within it. This increases the number of people one may find oneself working for; and to these can be added a variety of admissions tutors, chairmen of departmental boards, convenors of ad hoc committees and the like. Apart from the bewildering succession of calls on one's time, there are - luckily, rarely - conflicting calls upon one's loyalties. But this does offer the departmental administrator the chance to perform a co-ordinating function. He can see that information is spread where it needs to be; that different groups within the department do not, inadvertently, work at cross-purposes.

Another function of the departmental administrator is to provide continuity. This is particularly important since it is more and more becoming common practice for the job of Head of Department to rotate among the academic members of staff. The administrator can see to it that information is passed on from one Head of Department to his successor, and that the policies of the department (e.g. in relation to admissions) do not suddenly change without consideration simply through lack of knowledge of what has gone before. The departmental administrator is well positioned to build up a diary of actions which the department needs to initiate at various times of the year, and to promote those responsible when the time comes round.

Finally the departmental administrator should ideally have the confidence of all the members of the department. This can present its problems. If all goes well, one is in a position to explain the position of the "establishment" to the "rank and file", and, conversely, keep the senior members of the department in touch with what the feeling is about certain issues in the department at large. There are pitfalls, though: some information must not be leaked; and some confidences must be kept. At worst, the departmental administrator risks being regarded by his chiefs as indiscreet, even unreliable; and by members of the department generally as a tale-bearer. And if this happens, the flow of information in both directions will dry up.

This brings me to the final point which I would like to raise for discussion. Should the departmental administrator be appointed to the department (and, largely, by the department), just as the lecturers are with whom he works? Or should his position be officially on the staff of the Registrar's Office: perhaps even his stay in a department being simply a temporary posting, lasting a few years only, and subject to recall and replacement at the Registrar's discretion? One can certainly find advantages in this system: advantages for the individual, who need not feel so isolated; and advantages for the central administration, who will thereby have a ready-made training system for their staff, and the opportunity to co-ordinate and control what is done in large departments. However, I suspect that what most Heads of Departments prefer is to have their own man, whom they will have picked with the needs of the department in mind. In this case, the question of loyalties is eased for the departmental administrator. Naturally, he will want to co-operate with his colleagues in the central offices, if only because this is the best way of getting things done. But if there should be an unavoidable conflict of interest, then at least his own position is clear, and he will be free to put up the best fight he can for his department.

... Always bearing in mind that he or she is there to build bridges, and not to burn them.

Points for discussion

- (1) I have assumed that if a large department wishes to have a departmental administrator it should be free to do so, and to determine his duties.
 - (a) Should it?
 - (b) How far should the decentralization of the administration be carried?
 - (c) What functions of administration must be kept under the control of the central offices?
- (2) What is the minimum size of a department to justify the appointment of an administrator?
- (3) How far is it practicable for a number of small departments to share an administrator?
- (4) What should the terms of appointment of the departmental administrator be? (i.e., to the department as a member of departmental staff, to the University, but on permanent detachment to the Department, or as a member of the Registrar's Office on temporary posting to the department at the discretion of the central administration).
- (5) Is it desirable for the administrator to have some professional knowledge of the academic subject taught in the department? (e.g. should a physics department try to appoint a physics graduate?)
- (6) What "administrative" functions in the department must be left in the hands of academic staff?

ADMINISTRATION IN ACADEMIC DEPARTMENTS : The liaison function

J F Clinton, Senior Administrative Assistant, University of East Anglia

"The best administrators for a university must know (and need no reminders) that what they do is mere facilitation."

(Professor Jacques Barzun in "The American University")

My brief is to provide some notes on the desirable relationship of the departmental administrator with the academic members of staff in the department, with the central administration and with the student body. Since what follows is unlikely to be available to the participants before the session, I have deliberately kept it brief, hoping to do no more than to facilitate discussion. A word of introduction is however necessary; the writer's experience in university administration in this country is confined to a university in which the school of study is the academic unit at the base of the organisational structure, the school being larger than the traditional single-subject department and combining the study of several related disciplines. I have assumed for my purposes that the administrative aims and problems of an academic department, a faculty and a school of studies are broadly similar.

If he is to do his work effectively, the administrator in the "department" must form an appropriate working relationship with the several groupings within and without the academic unit which he serves.

(1) The academic staff. Since to at least some extent all academic staff members share in the task of administration, the primary task of the full-time administrator (or "bureaucrat") is to reach a good working relationship with the individual members of the academic staff, and in particular with the departmental head or dean.

(a) On the formal level, the administrator's effectiveness as secretary to the academic board (by whatever name it is known) is crucial.

(b) His relationship with the departmental/faculty head is more dependent on the personalities of the individuals involved than in (a), and for this reason luck is probably a major factor in a successful partnership. But the administrator's degree of success in (a) will undoubtedly contribute to a good relationship.

(c) Relations with the academic staff generally. The administrator clearly needs to be able to deal with questions on a wide variety of university topics from his academic colleagues, either by answering them from his own experience and knowledge, or by knowing where and how the answers can be found. He should ideally be available to academic staff to give the answers when they are required. This of course involves a danger that the administrator may become over-exposed, and that he will have a problem to find during normal working hours uninterrupted periods during which he can carry out the routine functions of his work. On the human level, the staff common-room (if such exists) can afford useful opportunities for improving faculty-administration relationships.

(2) The Central Administration. The question of the physical location of the departmental administrator (i.e. whether in the central administrative offices or in the department) is a matter for debate. My experience has been under the latter arrangement. Where this arrangement (i.e. location in the departmental buildings) is adopted there exists an obvious danger that the administrator may become isolated, divorced from the mainstream of central administration, with risks both to his professional competence and to his career prospects. Measures to counteract these risks might include:

(a) meetings of administrative staff held centrally, on a regular or ad hoc basis (the possibility that such meetings may become sterile or routine exercises, time wasting and irritating, must be kept in mind and guarded against).

(b) the assigning to more senior and experienced individuals in the central administration of responsibility for overseeing particular "sectors" or faculty groupings, so that administrators in the field can look to a linkman in the central registry for guidance or expertise.

(c) circulating to departmental administrators copies of agenda, minutes and discussion papers of major university committees.

(d) the occasional or regular opportunity for departmental administrators to sit in at meetings of important university committees, such as Senate or Council.

(e) asking departmental administrators to act as secretary to one or more of the smaller university committees.

(Contacts such as those listed will of course also widen the departmental administrator's knowledge of university affairs beyond his immediate surroundings, and leave him better equipped to answer queries from within the department.)

(3) Students. The writer, when a student, was only vaguely aware of "the administration", apart from the routine contacts of registration, entering for examinations, conferring. Perhaps this represents the ideal, if one is to regard the administrator as "merely facilitating"? However, it is clear that the student with a problem at least ought to know where he can go for help, assuming that the problem is soluble by administrative means; in any event, the image of the "faceless bureaucrat" is not one to be encouraged in any form of community. How are good and mutually beneficial relationships between student and departmental administrator to be encouraged? Possibilities include:

- (a) the administrator is "placed on display" or makes himself known to students at a suitable opportunity during the undergraduate/induction period for new students.
- (b) administrators, particularly those resident on the campus, may, if this is appropriate and practicable, be appointed as resident tutors or to similar positions.
- (c) the administrator is made a member of any staff-student consultative committee, formal or informal, existing within the department.
- (d) administrators are encouraged to maintain an "open-house" attitude to students, or a "contact" procedure whereby students have the opportunity to see the administrator at stated times is instituted (the former approach is, of course, accompanied by the same risks as those inherent in an "open-access" attitude to academic staff).

COMMITTEE SERVICING

How can we help make the Committee system work ?

R H Jones, Assistant Registrar, University of Birmingham

1. What are the faults ?

To start with, I list below some of the alleged faults of the committee system (assuming for the moment that the allegations are justified).

1.1 The inability of committees (especially large ones) to deal with the complexity and volume of business with which they are now faced.

1.2 The complexity of the committee system, resulting in the following:

- (a) Ignorance of where responsibility lies.
- (b) The rubber stamp syndrome: delay and unnecessary work for everyone as an innocuous recommendation slowly works its way up the committee hierarchy.
- (c) Closely linked with (b) is the inflexible nature of the timetabling of the committee system as a whole. This is made worse by external deadlines imposed by e.g. the U.G.C. or U.C.C.A.
- (d) There is an inter-relationship with 1.1, whereby the complexity of the system can be a factor that increases the complexity of the business to be handled, because different aspects of what is essentially the same decision go to different committees e.g. accommodation, where the welfare side might be dealt with by a Senate committee and the financial side by a Council committee.

1.3 A diminished sense of individual responsibility by members of a committee. The two main symptoms of this are, in fact, diametrically opposed:

- (a) A tendency for business to get bogged down, because no-one feels responsible for piloting it through the committee.
- (b) A tendency for business to slip through without proper consideration, because no-one feels it his business to question it.

1.4 The way in which, after lengthy and conscientious discussion, a committee can approve a compromise which doesn't make sense, and which is worse than any decision which any individual member would have made on his own. (Best illustrated, perhaps, by the well known fact that a camel is a horse designed by a committee).

1.5 Expensive use of:

- (a) Academic time - e.g. a dozen academics arguing where fire buckets should be placed.
- (b) Administrative time - time in preparing papers, attending meetings, writing minutes etc.

- 1.6 Extension of membership to non-professorial staff and students, resulting in committees of a much less homogeneous nature whose members share fewer basic assumptions.

2. What are the cures ?

How then are these faults to be alleviated or perhaps even cured ? There are many devices and I don't wish to pre-empt discussion by listing too many of them. But perhaps it is worth noting that many of the solutions come under the general description of either delegation or preparation.

2.1 Delegation

- (a) To the chairman. This mainly involves the taking of decisions within agreed policy lines. Its main advantages are that it helps reduce the volume of business by clearing the decks of relative trivia, and does away with some unnecessary delay (though if the committee has to report to higher committees the delay referred to in 1.2(b) will remain; what is dealt with here is the delay otherwise incurred while waiting for the committee to take decisions which are within its own competence).
- (b) To a sub-committee. This would typically be a general purposes or executive committee of the parent committee. It would take decisions about individual cases, in much the same way as the chairman; and might in addition decide about minor questions of policy.
- (c) To an administrator. The delegated items would tend to be less important than in 2.1(a) - but there is nevertheless enormous scope here.

2.2 Preparation

- (a) By a sub-committee. This might prepare business for the parent committee by commenting on reports from inferior committees, analysing complex issues, and deciding which items merited discussion by the parent committee. Such a sub-committee might typically also execute the functions listed in 2.1(b) above, if it is a standing committee. Alternatively, it might investigate a problem on a one-off basis, in the form of a working party.
- (b) By the chairman or an individual member of the Committee. As well as saving the time of the parent committee, this has the advantage of ensuring the interest and commitment of the individual concerned.
- (c) By an administrator. Here neutrality is all important. Even if only one course of action seems remotely sensible, the arguments in favour of the others must be put. Overt bias in an academic is acceptable; in an administrator the bias must be covert.

In addition, there is one particular aspect of preparation that is the special responsibility of the administrator - this is seeing that business is put into the lower reaches of the committee system early enough to ensure that, by the time it finally emerges, it is not too

late. For example, bearing in mind U.C.C.A. publication dates, a definite recommendation for a new degree course would have to be ready for consideration by a round of committee meetings nearly two years before the course was due to start.

3. Are the faults really faults ?

You will of course have noticed that some of these solutions solve some of the faults of the committee system only at the cost of exacerbating others. For example the establishment of sub-committees increases the complexity of the committee system; while the preparation of work by administrators increases the expense of servicing the committee.

But perhaps the time has now come to go on to the offensive and enquire to what extent these alleged faults are really faults at all.

3.1 Complexity

Possibly the most scathing (and certainly the most readable) attack on the complexity of the committee system comes in C.F. Carter's review article in *Universities Quarterly* Vol. 21 p. 257. The article's title is "An intolerable degree of complication ?" and, while the question-mark should be noted, one is soon left in no doubt that this is one of the questions listed in our Latin grammars as 'expecting the answer Yes.'

Carter seems to equate the complexity of a committee system with the number of committees it embraces. For example, he diagnoses Birmingham University as being perilously close to the maximum tolerable degree of complication, using as his sole argument the number of committees in the University. But this is surely wrong. It is true that you cannot have a complex system without a relatively large number of committees. But the converse does not hold. For example, it would be possible to have a system in which there were (say) 50 departmental committees in a University which reported direct to the University Senate without any intervening structure. The number of committees is large but the structure is simple (and almost certainly bad). Alternatively, it is possible to have half the number of departmental committees reporting to Faculty or School Boards, and a Senate Executive Committee in addition to the Senate itself. The resulting structure is more complex (and probably better) although the number of committees is, in fact, smaller.

The lesson seems to be that if you have a large number of committees in a university, a complex structure is necessary for the efficient conduct of business. However, Carter's reply would be to question the necessity of a large number of committees in the first place. If you decrease the number of committees (curing the faults of 1.5), you can then have a more simple structure (curing the faults of 1.2). This would surely result in swifter and more efficient conduct of business.

However, I think we need to examine the place of 'efficiency' in university administration. The assumption in the argument seems to be that it is to be equated with swift decisions to be taken by a small elite of competent men. Let us assume, for the sake of argument, that such a process results in the 'best' decision. The point at issue is whether this decision can really be counted the best if it does not emerge from a machinery which ensures that a large number of the university population feel that they are able to play a part in its formulation. Decisions which go through the committee structure may be delayed and vitiated by compromise, but they are more likely to be the result of a genuine consensus and thus gain the acceptance of the academic population as a whole.

In addition, the disadvantages caused by delay are often exaggerated. If the committee system is used properly, the recommendations that need to go all the way up the hierarchy before they can be approved will be of such a nature that the concepts of business efficiency and rapid executive action are irrelevant and quasi-political concepts such as fairness, justice and consensus apply instead. One thinks of e.g. an Ordinance on student discipline, the establishment of new faculties, decisions on the level of fees for overseas students.

Here the delay as the recommendation slowly makes its way up the system can have the positively beneficial function of allowing time for second or indeed third thoughts, and even the principle of the Rubber Stamp sometimes works - occasionally a genuine mistake can be spotted. And the types of decisions involved are such that it is much more important to be right than rapid.

3.2 Administrative Expense

I take it that, even in present company, it would be accepted that as little money as possible should be spent on administration, other things being equal. But of course other things never are equal. For example, time spent on preparation for committees by an administrator can be justified on the grounds that it saves even more expensive academic time; and, in addition, time spent by (say) a safety officer in deciding on the position of the third fire bucket has the further advantage of enabling committees to concentrate on the sort of decisions which are appropriate to them.

There is, in addition, a more fundamental argument linked to the theme of democracy. If committees are the form in which democracy in a university finds its expression, it is surely important they are efficiently serviced. And, given the nature of democracy, efficiency is not necessarily synonymous with economy. If one follows the democratic model, it seems that the way in which business is presented to academic staff ought to take their wishes into account. The point is perhaps best illustrated by reference to E.P.Thompson's 'Warwick University Ltd.' (p. 82). Thompson quotes the Tyzak Report: 'The chief trouble in the Registry is too many over-serviced committees and too much paper. Committee papers are too long, too literary, too minutely and academic argued.' However, Thompson writes that these services are precisely those for which the academic staff held the Registry in most respect. To prune these services at the expense of offending academic susceptibilities might well prove a false economy in the long run.

4. A philosophical finale

Having indulged in these generalisations, I crave your indulgence for committing a yet wilder one. It seems that, typically, decisions taken in administering a university may be appropriately judged by two conflicting sets of criteria. (The basic distinction here comes from D. Keeling's 'Management in Government'). The dominant concept in the first set is 'success': it encourages positively going for the decisions which ensure this, and in so doing is prepared to take risks and make mistakes as long as they are outweighed by the successes (it being relatively straightforward to judge what constitutes success or failure); and there is more emphasis on getting the best results than on following the correct procedures. The dominant concept in the second set is 'fairness': it

judges achievement in terms of avoiding mistakes and is not prepared to balance these mistakes against successes elsewhere (the matter being complicated by the fact that here it is relatively difficult to agree upon the criteria for success or failure); and there is more emphasis on following the correct procedures than getting the best results. Over-simplifying, we might term the first set of criteria those appropriate to business, and the second those appropriate to the judicial process. The fascination of administration lies in the way in which it oscillates between these two theoretical extremes so that the two sets of criteria have constantly to be balanced against one another. However, I think it is fair to say that in university administration the more important decisions tend to be those in which the second set of criteria bulk larger than the first. This is clear enough in the case of (say) a decision whether a student should be required to withdraw from the university. But even in such matters as the allocation of resources, where at first sight the second set of criteria might seem to be less relevant, they are in fact surprisingly often employed. There are a number of reasons for this. In a university context, it is difficult to judge what counts as success or failure in the allocation of resources; academics tend to feel that, in any case, fairness should be a more important factor than reinforcing success in judging where resources should go; and, because of the difficulty in writing off a mistake in resource allocation (especially those involving the appointment of tenured members of staff), the pressures are in favour of avoiding failure rather than seeking success. And these are additional arguments in favour of rule by committees rather than by individuals. For the committee might well not get things as spectacularly right as the individual; but it is equally unlikely to get them spectacularly wrong. And even if, in a moment of aberration, it did so, there is always the elaborate hierarchy of the committee structure to act as a long stop. And as long as matters which are legitimately judged by the first set of criteria are delegated by committees to individuals, the committees will be left with more time to deal with those matters which are legitimately their proper concern.

But why, you might ask, is all this relevant? I think the answer is as follows. When one is trying to judge whether a particular device is a legitimate means of helping the committee system to work or is, on the other hand, an illegitimate short-cut, it is necessary to decide in terms of a general philosophy of the proper aims of the committee system. Before we decide, for example, that a particular committee is failing and is in need of our attention we need to be sure that we are, in fact, judging it by the appropriate criteria. In addition, such a philosophy might also help guard us all against the endemic administrative disease of irritation at the contemporary university committee, the heterogeneous nature of which often militates against administratively tidy decisions. It is salutary to contemplate the factors which ensure that even the most infuriating committee is performing some sort of useful function. Though this might not help us the better to enjoy the meetings, it might enable us the better to endure them.

1. Introduction

A discussion of the administration of Faculties in British Universities would be incomplete if it did not include the examination of the system used in the University of Liverpool, because in that University the Faculties play a major part in the consideration of University business. This paper is concerned with describing the Faculty administration at Liverpool, with a discussion of its merits and defects and lastly with some personal views of the writer about Faculty administration in general.

2. The Constitution of the Faculties

The Charter of the University of Liverpool lays down that there shall be Faculties of Arts, Science, Medicine, Law, Engineering and Veterinary Science and such other Faculties either in addition or in substitution for the aforesaid Faculties. In fact the Faculty of Engineering is now known as the Faculty of Engineering Science and there is an additional Faculty of Social and Environmental Studies, making 7 Faculties in all. The membership of the Board of each Faculty consists of the Vice-Chancellor, the Dean and the Professors of the Faculty (all ex-officio), such other members of the academic staff of the University as Ordinances may prescribe and a number of elected and appointed persons, whose numbers are prescribed by the Ordinances. Elected members are in general taken from the Readers, Senior Lecturers and Lecturers of each Faculty. The Constitutions do vary rather widely in this respect. For example, in the Faculty of Science all the Readers and Senior Lecturers are members of the Board of the Faculty and there are a number of elected members taken from the lecturing staff. In the Faculty of Engineering Science, Readers, Senior Lecturers and Lecturers are elected to the Board and the number so elected is limited by Ordinance. All Boards of Faculties have provision for the appointment of persons outside the Faculty who assist them with their work.

3. Officers of Faculties

The Head of each Faculty is the Dean who is appointed by the Council year by year on the nomination of the Board of the Faculty and the Senate. The Dean may be selected from any of the Professors, Readers or Senior Lecturers in the Faculty. No formal arrangement is laid down by the University for deciding whom members of Faculties shall nominate. For the first time this year, the Faculty of Engineering Science invited nominations from all members of the non-professorial staff. The general result of this exercise was that the Faculty felt that the principles of democracy had been demonstrated more effectively than in the past, without interfering with the choice of a Dean who would have emerged under the old process of consultation.

All the Faculties at Liverpool now have a permanent official who is responsible for the day-to-day running of the Faculty. In the Faculties of Arts, Engineering Science, Veterinary Science and Social and Environmental Studies, this official is known as the Sub-Dean.

The Faculty of Science, which is the largest Faculty, has a Pro-Dean and a Sub-Dean. In the Faculty of Medicine there is a Sub-Dean (Academic) and a Sub-Dean (Administrative). There is also a Dean for postgraduate Medical Education. The Faculty of Law has an established post of Sub-Dean (part-time) but it has not been filled for several years. Law is the smallest Faculty. All these officials are responsible to the Dean and are not members of the Registrar's staff. This is something of a fiction, because they all work in close collaboration with the Registrar's staff. It is true however that the Registrar has no direct control over their duties. In all Faculties except the Faculty of Law, there are in addition one or more members of the academic staff who deal with admissions and the strictly academic aspects of Faculty administration. They normally serve for periods of 3 years on a part-time basis and are paid a small honorarium. As an example, the Faculty of Engineering Science has an Admissions Sub-Dean who is a Senior Lecturer in the Department of Mechanical Engineering and an Academic Sub-Dean who is a Senior Lecturer in the Department of Civil Engineering.

4. Powers and Duties of Boards of the Faculties

The powers and duties of Boards of the Faculties are laid down by Statute. They are:-

- a) to elect a Chairman who may be, but in most Faculties is not Dean of the Faculty,
- b) to nominate a Dean,
- c) to regulate, subject to review by the Senate, instruction, teaching and courses of study in the subjects of the Faculty,
- d) to constitute Boards of Studies within the Faculty or in association with other Faculties,
- e) to nominate external and internal examiners,
- f) to make recommendations on candidates for appointment to non-professorial posts in the Faculty,
- g) to recommend amendments to Ordinances and Regulations and to make recommendations for the award of Degrees (other than Honorary Degrees), Diplomas, Certificates, Fellowships, Studentships, Scholarships and Prizes,
- h) to report to the Senate on any questions relating to the work of the Faculty and to discuss and declare an opinion on any matter relating to the Faculty.

What this really means is that all the business of University Departments including such matters as departmental grants, the review of salaries of academic staff and non-academic staff and requests for minor alterations in the fabric of Departments go through the Board of the Faculty. All the Faculties have Committees which deal with these various aspects of their work, but each Faculty has devised its own Committee structure. In the Faculty of Engineering Science there are the following Committees:- Finance and General Purposes Committee, Academic Planning Committee, Postgraduate Studies and Awards Committee, Salary Review Committee,

(for academic staff) Technical and Secretarial Staffs Committee, Library Committee, Committee on the Progress of Students, Timetables and Accommodation Committee, Staff/Student Relations Committee and Schools Liaison Committee.

The work of these Committees is probably self-explanatory, but it should be noted that the Salary Review Committee reports direct to the Staffing Committee of the University Senate and the Technical and Secretarial Staffs Committee reports direct to the Senate Establishments Committee on the review of the salaries of technical and secretarial staff.

The Boards of Faculties have powers of delegation to their Committees, although these are not widely used so far. Certainly in the Faculty of Engineering Science the Board of the Faculty is an active and articulate body, which cannot be regarded as a rubber stamp.

5. Merits and Defects

The system of Faculty administration at Liverpool probably has the merit that the academic staff can feel that there is a body fairly close to them which is running their affairs and in a large institution this is important. It can however be argued that the system becomes very cumbersome particularly when it is realised that the Committee system of all Faculties mirrors quite closely the Committee system of the Senate and the Council. A few years ago it was apparent in some cases that the Faculty structure could actually inhibit desirable co-operative work between Departments, but these tendencies have certainly not developed, rather they have decreased. It is probably also a disadvantage that the Registrar is not Secretary of the Faculties and has no official access to them. The administration could be streamlined if the Registrar's position were brought into line with the system in other universities.

6. General Observations

To put the cart before the horse, perhaps any discussion of Faculty administration should begin by investigating whether it is desirable that universities should be divided into Faculties. It could be argued that a community of scholars should not be inhibited in their work by such divisions. On the other hand medical academics will tend to gather together, as will lawyers. So will engineers and so will pure scientists; and therefore the University organisation should be adapted to these conditions. But if Faculty boundaries interfere with desirable co-operation between biologists and doctors, engineers and doctors, lawyers and economists and so on, then they are to be deplored. It is true that as universities grow in size, the importance of the Faculty organisation may be less apparent to the individual Departments, but it is probably difficult to devise a more effective system of conducting the Departments' business than through an initial screen of a Faculty Board.

FACULTY ADMINISTRATION (EDUCATION)

R G Mulgrue, Administrative Assistant, University of Birmingham

The discussion group decided to concentrate on a number of specific topics that concerned all, or most, universities that were engaged in teacher training courses and in-service courses for teachers. Participants had been asked to submit in advance possible topics for discussion.

As a preliminary to the discussion on the topics it was noted that any unity in administrators in Faculties of Education (or in any other of the variously named bodies within universities dealing with teacher education) was provided by the speed with which they had been required to react to a series of changes in government policies towards teacher education. This rate of change had left universities and their administrators running hard to keep up and it was the rate of change which posed many of the problems administrators had to tackle. Universities involved in validating courses in colleges had hardly completed the task of establishing new style B.Ed. degrees accompanied in some cases by Dip.H.E. and other degree courses in colleges when the first round of cuts in teacher training numbers imposed by the D.E.S. hit the colleges. Universities and their associated colleges had only just begun to deal with the implications of that round of cuts for the viability of courses when the second round of D.E.S. cuts hit them.

Education courses taught internally within the universities were likely to be affected by the cuts in local authority expenditure resulting in far fewer secondments of teachers for in-service courses, particularly for full-time courses. This would lead to severe problems of recruitment and pressure for the introduction of part-time courses and, perhaps, short courses of one term's duration. Similarly, colleges affected by the same pressures would be trying to stave off staff redundancies and make up their 20% f.t.e. student numbers for in-service work by pressing universities to validate in-service and part-time courses perhaps in competition to the universities' own such courses.

The long-term future of teacher education in the universities, if indeed it had a long-term future, could not yet be seen with any degree of clarity. There were a number of factors which could cause more changes of direction in the teacher education system: the effects of the Regional Co-ordinating machinery for in-service courses could not be seen yet, the future of the Dip.H.E. was by no means assured and, indeed, the future of concurrent training was under scrutiny. Administrators in Faculties of Education were thus likely to have to face still more changes. It was also evident that each university would respond in its own way to these external forces for change. The unity in the tasks and procedures of administrators which had been provided by the former Teacher Training Regulations and Area Training Organisations had disappeared with the revocation of the Regulations in 1975.

The discussion group then went on to consider a number of specific topics in the context of the changes mentioned above. It was evident that course structures, particularly in B.Ed. degree courses, were becoming far more complex and therefore difficult and costly to administer. Most universities' new style B.Ed. degrees had a modular or unit course structure. These had generally been planned in 1974/75 before the severity of the cuts in student numbers had been fully appreciated. Colleges now found themselves without the staff resources or student numbers to justify such a course structure and the University validating bodies found it difficult to keep close control of them. It might be that the course structures would have to be adapted to the present situation of contraction and that this would lead to a reversion to more traditional course structures.

The introduction of part-time degree courses in order to meet the needs of teachers unable to gain secondment and to keep student numbers up at a time when full-time courses were not attractive was another complicating factor in the life of the Education administrator. This proliferation of courses and modes in a seemingly desperate struggle to attract students was already evident amongst colleges of education and might become just as prevalent amongst universities. Rationalisation of the provision of courses was the obvious remedy, but as yet there was no mechanism to achieve this between universities and without a formal mechanism there seemed little immediate prospect of co-operation. Already inter-university competition could be seen to be leading to pressures to upgrade advanced diploma courses to degree courses.

The validation fees received by universities in respect of students on college based, university validated B.Ed. and Dip.H.E. courses had a mixed reception. The fee, which is fixed by the D.E.S. after consultation with the C.V.C.P., was found by some universities to be perfectly adequate, and indeed a healthy surplus in the account was available at some universities. On the other hand some universities found the fee totally inadequate resulting in large deficits having to be written off against general funds. Some of this discrepancy could be attributed to some of the universities not charging academic staff time or overheads to the validation account. This could not explain all the differences, however. It emerged from the discussion that whether a particular university's B.Ed./Dip.H.E. account had a surplus or deficit depended less on the amount of work the university did in connection with the courses and more on the student entry figures and the ability to cross-subsidise the B.Ed./Dip.H.E. from Certificate in Education fees, the Certificate fee not being subject to D.E.S. restrictions.

The degree of enthusiasm displayed by universities for the "husk A.T.O." role they had been asked by the D.E.S. to temporarily assume pending the establishment of regional co-ordinating machinery, also varied considerably. Some universities clearly found the role difficult and burdensome, particularly when inter-teacher union in-fighting had to be faced on Professional Committees. Other universities had found little difficulty and had been able to achieve a measure of success in the co-ordination of provision of courses in colleges.

The group was of the impression that the changes that had taken place in teacher education in universities and the demands these had placed on administrators would continue for some time to come. The pattern of internal courses, of validation for college based courses and of university relationships with the non-university sector of teacher education seemed likely to change further in the next few years. The achievement of a stable system awaited further government decisions.

THE FUTURE OF HIGHER EDUCATION

D W J Morrell, Registrar, University of Strathclyde

Possible Structural and Constitutional Evolution

Constitutional processes can be seen as the means of putting into effect an agreed policy or purpose. Our universities have Charters and Statutes designed to achieve certain ends.

However, these days we hear much of a need for systems or processes at a wider level, a national and regional machinery for higher education, as Mr. Edward Simpson of D.E.S. has put it, or a collegiate university or comprehensive system of adult education, as Professor Pedley has put it - to replace what he calls the present "jungle of further and higher education". I very much doubt if these two gentlemen are similarly motivated or have the same end in view but the similarity of sentiment is evident.

Constitutional processes can also be seen as the mechanisms through which our institutional policies and purposes are constantly being reviewed, formulated, and modified. Only the very highest element of policy - at Charter level - is constant and we know how difficult it can be to achieve an agreed policy at institutional level without considering wider regional or national policies. Further Professor Pippard warns us that "the purpose of education is not well enough defined to justify an attempt at establishing a new pattern to which somehow we should compel everyone to conform".²

There is therefore pressure for some element of wider policy but there are also grave dangers for freedom, flexibility and autonomy unless these pressures are met and responded to in a cautious but constructive manner.

The first presentation in our theme contained a plea for mechanism through which discussion on such topics as demand for higher education could take place. But such collaboration at technical level, no matter how desirable or useful, is limited in its value without consultation at policy level and it is at this policy level that something new, something additional in the way of constitutional relationship appears to be desired. I shall touch on some possibilities later.

In Canada where the universities mostly began as creatures of Government but appear to be emerging from that position by a contrary process of evolution to that which appears to be drawing our universities closer to Government, a recent publication of the Association of Universities and Colleges of Canada says "universities cannot be effective or accountable unless their goals and objectives are understood by themselves and by the public which supports them" and goes on to say that "universities and government must collaborate on resolving these goals".³ That strikes me as a very clear and reasonable statement and that phrase "must collaborate" with its implication of bilateral co-operation and mutual obligation between equals, seems, particularly against the Canadian background, quite a good way to express the ideal relationship.

There is no mention there of a machinery, system, or pattern to which it will be necessary to conform.

I have read that as the universities in Canada have grown in size and number so have the universities become stronger in their relationship with government. This question of scale and its effect has been differently interpreted by Mr. Scott of the T.H.E.S. who forecasts that by 1990 the higher education system in this country will be "vast, diverse and most likely less self-assured" - "subject to much more detailed control by public authorities" and "necessitate division or elitism".⁴ That is a nightmare vision - perhaps it was meant to shock - I sincerely hope that it is untrue.

On the contrary there seems reason to believe that although there may be significantly more places in higher education the expansion will be nothing like the scale of that already achieved, without such drastic consequences - that universities both jointly and severally may well become more institutionally self-confident - that this strength will enable them to "collaborate with" rather than be controlled by government - and that the unfortunate English tendency when faced with problems of scale to resort to a pecking order will be quite unnecessary.

Structures and constitutional processes need not stand still indeed they will not. The fact that our national system of government has been allowed to stagnate too long and is in serious need of reform is no reason why we need suppose that there cannot be constitutional evolution relevant to higher education which will save us from Mr. Scott's nightmare vision.

With that introduction I now propose to spend a few minutes looking at constitutional and structural evolution in three contexts, firstly within the individual university, secondly in a regional setting and thirdly on the national scene.

1. Within the University

1. The Academic Department

It has been accepted for many years that the existence of the academic department structure imposes limitations upon academic flexibility and upon the use of certain resources - one might say upon both academic effectiveness and cost effectiveness. Other structures have been tried and often consciously or unconsciously abandoned. The pressures of the multi-disciplinary developments in both teaching and research upon the structure can be seen as either demonstrating the inadequacies of the structure or as showing that multi-disciplinary developments can take place in spite of it. The subject-based academic department seems likely to survive although its internal nature may change. The rôle of departmental committees has grown and is still growing. The rôle of Head of Department seems to have acquired more responsibility and lost power at the same time. Rotation of headship is common although often limited to professors. Elected headships are still being pressed for but without the degree of conviction of earlier days. Momentum in this direction appears to be less marked and it may be that the feedback from what might be called the progressive experiments is one reason for this.

2. Committees and Boards - Participative Policy Making Processes

The Faculty or School level or organisation is so varied in nature among universities that it is almost unrealistic to look at it across the board but it is an important component of structure in almost all universities so cannot be omitted. The diversity of its nature may well be the source of its strength and flexibility. It bridges the gap between the two governing

bodies and the chalk-face of the departments. It provides for views and policies to be formulated in a cognate inter-disciplinary context which is particularly important for not only the co-ordination of studies but for the identification of lines of development and practical needs. However both in the context of faculty and school and of the committees of the governing bodies one wonders whether the limits of consultation and consequent complexity may not have been reached or indeed passed.

Putting a halt to the proliferation of committees does not necessarily mean a return to authority vested in individual officers. Much can, and probably now should, be done to reduce the costs and delays of our committee structure and as the recent Nuffield Report puts it "to minimise rambling and self-indulgent debate". The Report suggests the pruning of agendas of administrative chores, greater use of the committee of one (known to many of us as Chairman's action), strict limits on the sizes of committees, some training for chairmen and even members of committees, and time limits on debates. Experienced administrators have been saying these things for years but the support of a study of this kind is gratefully received.

Our structures were largely evolved in the context of a wave of desire, sometimes expressed as demand, by both senior and junior members of the academic community for participation in decision making. Some of this desire comes from individuals motivated ideologically, idealistically, ambitiously and otherwise, but all no doubt genuinely anxious to be involved, and great contributions have been made in this way; but some of the desire, I believe was motivated by ignorance and suspicion and the consequent need for reassurance. The Constitutional history of universities is littered with reassurance mechanisms - the visitor, the rector, the general convocation, the general council, the academic Congress and so on each one designed to reassure some element of the community or state. The process of internal participation in recent years has given great internal reassurance. In my own university students have actually withdrawn from certain committees after some years of participation having satisfied themselves that these particular committees do not indulge in anti-student conspiracies. Continuing receipt of committee papers will reassure future generations of students.

There would appear to be scope for simplification of committee processes in a number of ways - retaining the best of the new and pruning out those which have outlived their purposes. I don't under-estimate the difficulty of this but it is a task which lends itself to administrative initiative and indeed is closely interwoven with the functioning of administrative staff at all levels. Where administrators have the trust and confidence of their academic colleagues committees can be fewer and agendas shorter. As staff ratios deteriorate the time spent by academics in committee will be grudged by them more and more and they may cease to simply grumble about it and be more amenable to administrative suggestions for simplification.

Concentrated discussion and consultation followed by speedy and positive action is what the Nuffield Report seems to suggest and I think we should hope for it and work for it.

.3 Governing Bodies - Council and Senate

The bicameral structure of most British universities has been imitated in many countries, has weathered the strain of expansion and the stress of disruption, and seems unlikely to be substantially modified in the foreseeable future.

However there may well be significant changes in detail which will affect the ways in which they operate. Senates have acquired more influence in recent years. The academic community has been on the defensive in a number of ways and has been required in the process of rapid expansion to formulate academic criteria for development which often leave little leeway to the lay governing body. The defence of academic freedom and autonomy seems related to the rôle of Senate and has become entrenched there leaving some Councils as one recent writer has put it "emasculated" and almost without effective power. The evolution of industrial democracy may soon see recruitment of non-academic employees to Councils on a growing scale - will this chase more power from Council to Senate?

This picture is not uniform. In my own University the Court has firmly retained its "employer" rôle - although the Senate now proposes in a fairly clear and sophisticated way the Court still disposes. Is it possible that the movement of power from the lay body to the academic body is not unrelated to the question of accountability or as I might put it of "external reassurance"? Would there be more public confidence in universities if the rôle of the lay body was to remain strong, and more important to be seen to be strong? Would it not be better to be clearly accountable to one's own governing body than to external authorities? I find it difficult to see further movement in this balance of power and indeed fear the consequences of any such further movement. The understanding and support of influential lay governors is often greatly under-valued by the academic community and although conceived for a quite different purpose might turn out to be a critical element in the defence of autonomy.

The composition of Senates is changing. The small executive Senate with even professors being elected, is now accepted in some places. Will there be further change in this direction or is the Senate itself so confident in its executive or steering committee that it too will become a reassurance mechanism reserved for emergency debates?

Simplicity and flexibility of structure normally go together. University structures have proved flexible enough, in spite of increasing complexity, to cope with the stresses of the last twenty years. This has been made possible - why be modest about it? - by the evolution of the sophisticated profession of university administrator. As Richard Hoggart put it very recently "the elaborate and rapid Robbins exercise ... was carried out by the teachers themselves, backed by intelligent but not numerous nor always technically-trained administrative officers".⁶ The cost of the growth that there was in administrative staff was lost in the massive resource increases of the sixties. In the less affluent and less dynamic seventies and eighties this cost will be noticed and will be queried. Many of our challenges will be much as before - to systematize the chores, to simplify and expedite policy processes, and to maintain flexibility and diversity within the overall policy, but we will be expected to achieve these ends with proportionately reducing manpower.

The last aspect of internal constitution which is under stress and should be mentioned is the critical one of the rôle of Vice-Chancellor. Has it survived intact the period when it was regarded as the most thankless task open to an able person? Is leadership still possible in this age of consensus, is it desirable or is it indispensable? This one subject is worthy of a debate in itself.

2. Regionalisation

The first devolution Discussion Paper said education should be devolved "(probably excluding the universities)." Pressure groups cried out about

what they called the "decapitation" of the education system in Scotland (seeing the universities as just a component part of a national system). The universities and the A.U.T.(S) cautious about protecting existing freedoms and alarmed by talk of "control" by the Assembly firmly decided to support the exclusion of the universities from instant devolution. Later the Government suggested that the U.G.C. should recognise "the Scottish dimension" whatever that might mean, and that a Council for Higher Education in Scotland should be set up (presumably to retain the connection between the head and the body)!

The questions of regionalisation and of relations between institutions of higher education have been combined and confused during the debate. Some of the devolvers being apparently as much motivated by the desire to see a form of comprehensive higher education as by the desire to rescue the Scottish universities from being the only part of the Scottish education system to remain under the "English" D.E.S. Again, as on the national U.K. level, it seems necessary to shout out if you believe that voluntary collaboration between institutions will achieve much more than forcing them into any comprehensive system or pattern.

One important effect of the devolution debate has been the additional impetus given to the development of collective university attitudes. The Scottish universities have recently talked with the S.E.D. about exchanging detailed information on planning matters. Of course the S.E.D. has had an assessor on the U.G.C. for many years but the fact is that the extraordinary duplication in educational investment and development over the last ten years occurred in spite of this mechanism. An interesting result of planning discussions with S.E.D. has been the realisation by the universities that it would be desirable to keep one another at least as well informed as they intend to inform the S.E.D. One interesting example of an effective regional University collective body already exists in Scotland in the form of the Scottish Universities Council on Entrance which carries out a number of functions connected with entrance qualifications on behalf of eight universities and what is constitutionally more significant, acts as a liaison body with Government bodies such as S.C.E.E.B. - and is a recognised collective voice of the universities in this context. In Canada the idea of the provincial university collectivity is well developed and it is clear that what we are doing is only a beginning. Very recently, but not before A.U.T.(S) had already had a conference on the subject, the Scottish universities agreed to set up an inter-Senate working party to ascertain whether there was a common attitude among the universities of Scotland to the proposal for a Council for Higher Education in Scotland. Professor Morrison of Stirling said recently that "Universities north of the border ought to think and act more as a system rather than as eight separate institutions"¹⁰ (a voluntary system of course!). Thus in the regional context the universities are moving together, slowly, to seek a common policy and front and thereafter to be in a position to negotiate usefully with government and the other sectors of higher education constructively over the more profound longterm developments which many people can foresee.

In Scotland discussions of what might be meant by a Council for Higher Education have ranged far and wide. The conservative evolutionaries are afraid of it. The progressive ideologists cannot wait to make it a tool of their policies. Some think it should be consultative only. Some would like it to have executive functions. Each sector of the system would wish to be represented but none should be allowed to dominate. One of its more obvious functions would be to relate higher to secondary education and therefore secondary education may be represented. Interestingly, in constitutional

terms, there are two strong views on membership, one emphasising the need to represent external interests and institutions and the other the need for a clear academic voice expressed by teachers in the different sectors. To satisfy these apparently conflicting views a bicameral structure of Council and Academic Committee might be necessary and would be familiar to the likes of us!

At present it seems unlikely that such a Council would be permitted to have more than a persuasive authority derived from informed debate and public report. But this could be enough to give rise to a significant new development in the constitutional structure of higher education.

3. Universities on the National Scene

Here I believe that it is not so much a question of the nature of existing or new bodies we should look at, as their rôles and even more their relationships. It is true that the T.H.E.S. has mooted a D.H.E.S. (in a leader expressing exasperation with the lack of a D.E.S. policy for higher education!). It is true that technological universities have hoped for a second source of recurrent grant through the Ministry of Technology or the Department of Industry. It is true that a Higher Education Commission has been suggested (and firmly rejected by Mrs. Thatcher as Secretary of State) and further suggestions of this kind have been made in the context of devolution. However interesting speculation may be, on the such possibilities of such radically new mechanisms it does not take us very far.

Relationships and rôles are another matter, they are always changing. We all know how, having been inserted between the U.G.C. and the Treasury, the D.E.S. have made a rôle for themselves. This rôle began with the inheritance from the Treasury of the global recurrent and capital grants allocation function and has been extended to include overall student numbers and three items of balance - arts/science, undergraduate/postgraduate and home/overseas. D.E.S. inducement of the lines of policy appears to be held at that point and it is critically important that the U.G.C. mechanism continues to keep the D.E.S. and the individual universities apart. But there are new devices, what *Mike Shattock called yesterday "regulators", which need exposing. The use of adjustments to the various categories of fees imposed upon the universities obviously gives cause for great concern as do other indirect regulators now being used by Government. Autonomy may be preserved if constant vigilance is maintained. Each time someone writes of the university or higher education "system" they assume a systematiser. Each time the scale or cost of higher education today is commented upon the need for a "system" is suggested. In the T.H.E.S. editorial already referred to there was mention of the need for regulation of a large and still growing system and it was said that "the Government is the only available agent for such regulation". What is meant by regulation? - the word is strong - not "collaboration". If it is necessary should an agency more suitable than Government not be made, or continue to remain, available? In the context of devolution the debate is over who should "control" the universities; the White Paper actually talks of supervision - these words constitute careless language which could cost a birth right. One of our devolutionists Nigel Grant of Edinburgh recently said "Co-ordination is not the same thing as uniformity; it is perfectly possible to find room for variety and autonomy as long as they are not confused with irresponsibility, within a devolved and integrated system". This is meant to reassure, but does it? Notice the "find room for" and the "as long as" and that word "system".

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The rôle of the U.G.C. remains unique, internationally much admired and mysterious. Its effectiveness as a buffer between the paymaster and national education policy and individual universities is still very remarkable and should not be underestimated. Some people seek clarification or even abolition of the mystery and others feel that the mystery is autonomy inasmuch as a U.G.C. open to public criticism on the details of its working would not be strong enough to continue to exercise its buffer rôle.

The U.G.C. is a mechanism for channelling funds, not a policy making body. Indeed I sometimes feel that the significant aspect of their activity in recent years has not been so much the inclusion of "guidance", in more specific terms often seen as the erosion of autonomy, as the restraint with which such "guidance" is conveyed. The U.G.C. do not expect to be involved in the Council for Higher Education in Scotland - this is significant.

The Committee of Vice-Chancellors and Principals continues the search for answers to common problems - which is leading to increased co-operation between universities, and the Chairman in his Quinquennial Report made it clear that he expects that, as a result the Committee will become of increasing importance in the future.¹² But will the informal and non-accountable nature of the Committee make it strong enough to act as the much needed common voice of the universities at national level in the future? Of course the Committee sounds out the views of Councils and Senates on particular major issues (a process which necessarily takes months) but otherwise it must rely for its authority upon the single albeit most important representative of each university. Its credibility - on the basis - is not always strong. When seven of the Principals of Scottish universities made a policy statement on devolution they provoked a reaction among some who said who are they? - just seven people - is that enough today? As we have seen in the devolution context the universities are having difficulty in formulating and articulating a formal common view. The appropriate machinery does not at present exist. A rather informal conference of governing bodies which had existed for years, last year made its first ever public statement - on devolution. The Inter-Senate Working Party has already been mentioned. Against this it has been noted that in certain of the provinces of Canada regional collectivities have been formed - associations of universities not just meetings of executive heads and that these bodies are already playing a vitally important rôle in formulating the university view on relevant issues. In Ontario a "Committee of Presidents" began informally in the early 60's but by 1966 was "the Council of Ontario Universities" with its permanent secretariat. At national level in Canada the A.U.C.C. is now being seen as a federation of such provincial associations and a well-informed, credible, and authoritative body. With so many vested interests and pressure groups in this country from the T.U.C. to the C.B.I. telling us what is wrong with higher education and where it should go next, can we afford to be without such a voice and is the C.V.C.P., as at present constituted, going to be strong enough for the task? It has recently been suggested in England that an Association of Polytechnics be formed to "act as a strong counter to the growing power of local authorities". I noticed only on Friday that the Vice-Chancellor of Salford, in his annual report which is just published, has written "a body with much wider academic and lay membership and an effective committee structure, served by university administrators and central staff would give universities an effective corporate identity" and be able to "put a strong case to the universities of the community".

Relations with the state now and in the future focus around the concept of autonomy. If you believe in autonomy you believe that a university which is substantially in charge of its own affairs and policy will make better use of resources than an institution which is directed in detail from a distance. A large level of trust and confidence in the universities is an essential ingredient. Universities have done much to earn and maintain this trust. Vast expansion and significant change of emphasis has been achieved in accordance with national need and in a very effective manner. The cost has been high but not unduly so and the results are there. Now we must ask ourselves are the new stresses, but no greater, of the current period going to be allowed to undermine the confidence and the autonomy? Or will it be necessary or desirable to pool some of the autonomy in the interests of establishing and maintaining a strong corporate voice? After all, is a partnership of autonomous institutions or even between a number of autonomous institutions and others, any more unthinkable than a partnership of free individuals in business together?

The stresses to be feared are not just those of lower demand for places or economy of resources but the increase in the sophistication and detail of state planning, and indeed confusion between these factors, instance the teacher training situation. Of course there must be state concern with such topics as manpower - of which more in the third talk on this theme. But our confidence in subject balance and other aspects of educational manipulation has not been earned. From the Willink Committee up to the present teacher training crisis, reports and plans on this subject have almost invariably over-steered the situation with serious results for the careers of individuals as well as for under-fulfilled or over-supplied national needs. Blind ideological motivation, simple faith in statistics, bureaucratic conceit and vested interest have all played some part in these twists of the tiller. No-one can hope to be a real prophet in these matters and it is arrogant to pretend that they can. Human and historical factors are far too complex to be read as simply as all that, and it is reassuring to note that Mr. Edward Simpson with his profound experience of educational planning has said "the stories that come back to the schools from those who left universities for a few years, are probably more influential in deciding what young people will choose for themselves than any White Paper that Government may produce or indeed what their careers services may tell them".¹³ That is a breath of realism. The statistics and the forecasts must be made and used but the planning must be tempered by judgement, humanity and moderation.

How is this to come about? Can there be more qualitative information in the planning to complement the quantitative? Must the strongest voices in the qualitative field be political or those of the educational theorists? The Commission on Post-Secondary Education in Ontario has defined a need as they see it "to devise bold and discriminatory accommodations between government and institutions that recognise the public interest yet avoid political meddling and bureaucratic controls".¹⁴ The planning-intensive approach leaves a value vacuum which is filled by the calculation of the technocrat. The ad hoc commission or enquiry deals with a single problem in isolation which is either taken out of context or has unforeseen implications for its context. (A good example of this is the James Report where the spin-off was at least as important as the main finding). Neither of these methods has proved adequate. What now?

4. Conclusion

We saw at the beginning a desire to "systematise" and "mechanise" higher education. We have seen that devolution has given rise to the discussion

of higher education policy in a regional context. We have remarked in passing upon the invaluable place of the C.V.C.P. in this process up to now - although perhaps querying its adequacy for the future. We should at that point have remarked upon its remarkable achievements in the evolution of machinery at operational level and in specialised contexts, e.g. U.C.C.A., U.C.N.S., U.A.P. and so on.

But there is still a feeling that there is a need for wide, continuous, participative debate on higher education policy among those involved without which government with its subjective political approach has things all its own way. In spite of the dangers of confusing higher education policy and university policy the precedents in both Australia and Canada, and common sense too, seem to indicate that the process should be capable of facilitating policy formulation in both these contexts. The Australian Government has established a Post-Secondary Education Commission, (replacing both the Universities Commission and the Commission on Advanced Education), with three Councils within it (1) for universities (2) for advanced education (3) for technical and further education. Ontario established a Commission on Post-Secondary Education in 1969 and in 1974 established, with a common chairman, the Ontario Council on University Affairs - a body with an advisory rôle not an executive one like the U.G.C. (Academic freedom issues have arisen in Canada but almost always within universities and not involving government).

These are government moves towards a better consultation process. There is evidence that our own government would welcome such moves here (after all The Council for Higher Education in Scotland was a government suggestion). Is there a chance that the sophistication of the C.V.C.P., mentioned above might give the universities the initiative in this important element of constitutional evolution? Or will we see government initiative here to establish such a process? For our universities to take the initiative in this would require confidence and courage but if a continuous participative consultative structure involving autonomous bodies were to be established from such an initiative, surely the corporate strength of the universities would be greatly strengthened and in time public respect for the universities could be regained.

I would like to end on an optimistic note.

Most universities now have planning processes which are participative, informative and educative, and which result in a coherent annual understanding of institutional intentions. Regional policy forming processes are now being considered, although they have a long way to go to achieve the continuous consultation across post-secondary education which is probably desirable and which appears to be developing through the regional collectivities in Canada. At national level there is evidence that both the politicians and the civil servants would welcome informed and constructive comment from the grass roots as a counter amongst other things to the dogmas of the enthusiasts and the over-authoritative conclusions of the statisticians.

However it is in the general interest, I believe, that the universities remain the initiators not only in policy terms but also when it comes to constitutional evolution. Universities have been seen as "prototypes for socio-economic organisational forms of the future from which economic organisations might learn a great deal." ... and as ... "examples of effective

innovative, productive and satisfied organisations"¹⁶ ... and that, not by an idealistic academic but by an accountant with industrial experience.

Administrators are involved with decision-making processes at all levels both within and outside our universities and in these days are expected to be able to assist the process of constitutional evolution and innovation as the need arises. I believe there will be such opportunities in the coming years in all three of the contexts upon which I have touched.

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CAREER PROSPECTS FOR UNIVERSITY ADMINISTRATORS

Some basic facts about the profession

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It seems to me that any rational discussion on the Career Prospects for University Administrators must be based on an appreciation of some of the basic facts about the profession. Such questions as how many University Administrators there are, what sort of jobs do they do, how many can be described as specialist as opposed to generalist administrators, what their career structure is in terms of grades and salaries, what the age structure is of the profession, what kind of training has been received by University Administrators and what are their qualifications, are just some of the issues that could be raised. Unfortunately it is extremely difficult to obtain answers to such questions and it would seem that CUA might be able to perform a valuable task in increasing the general knowledge about the profession. In this brief note I have tried to assemble some of the information that is available to provide a background to the discussion. The sources of information have been the UGC Annual Report, the recent AUT survey and the national totals given by the USSR returns. For convenience the tables based on the USSR returns have used their group (iii) classification headed 'Administration' which includes the following sub groups:

Central Academic Administration;
Faculty/Department Academic Administration;
Finance;
Personnel/Establishment Office;
Administrative Data Processing;
Vice Chancellor's Office;
Registrar's/Secretary's/Bursar's Office;

but excludes anyone under the heading of Estates and Buildings, Residences, Appointments Boards and Catering.

Total Numbers

The 1976 UGC Annual Report includes the following table giving the total of University Administrators.

The numbers of other full-time staff paid wholly from general university funds on salary scales corresponding to those for non-clinical academic staff were:

<u>Function</u>		<u>At salary level of:</u>	
Libraries and other		Professor	542
Academic Services	2854	Reader/Senior Lecturer	863
Administration	4184	Lecturer/Assistant Lecturer	4621
		Others	1012
TOTAL	7038	TOTAL	7038

Grading Structure

Appendix I attached reproduces the results of a survey recently carried out by AUT which gives the total number of staff in each grade at individual universities. The figures are only of limited use as they do not differentiate between those working in different areas of administration and the figures for London are really quite meaningless in their failure to differentiate between the individual schools of the University. However the tables do show that there are very considerable differences in the proportion of posts in each grade at different universities and, in particular, that there is a wide variety in the respective percentages of senior posts. Column C in table D which expresses the proportion of Grade 3 and Grade 4 posts as a percentage of the total number of administrative posts including grade 1B at each university shows a considerable disparity between universities, ranging from only 12% at Aston up to 30% at Durham.

It has always struck me as curious that there is such reticence about providing information on the grade held by a particular administrative officer. The very titles held by academic staff makes public their grade and the grades of technicians and clerical staff are widely known within universities and yet for some unknown reason the AUT has found it difficult recently to obtain detailed information on the grades of administrative staff in universities. Currently the AUT is asking local associations to obtain more detailed information on the grade structure of the administrative staff in individual universities and the situation should therefore be much clearer in a year's time.

Salary Structure

Appendix 2 illustrates the number of university administrators at each point on the salary spine on 31 December 1975. It should be noted that at that time the new grade structure had only just been introduced and that in consequence the pattern illustrated in the table may not represent a stable state situation. A further complication results from the overlap between the top of Grade 1A and Grade 2 and Grade 2 and Grade 3 which could be expected to boost the number of persons on, e.g. salary points £5,214 and £5,418. In view of this fact the table seems to suggest that university administrators are in a more fortunate position than their academic colleagues where there is a very major problem of 'bunching' at the top of lecturer and senior lecturer scales.

Appendices III and IV illustrate the number of persons at each salary point expressed in terms of age bands. These tables appear to show a reasonably satisfactory average expectation of increasing salary prospects related to the age of an individual university administrator. There is relatively little evidence that the 1A scale has become an effective lifetime career scale for a large number of university administrators.

Age Structure

Appendix V illustrates the age structure of the profession. This is perhaps a surprising chart in respect of the proportionately large number of administrators in the 45+ age bands. It might have been expected that because the number of university administrators has increased considerably within the last ten to fifteen years that there would be a greater representation of those in the 30 to 45 age group. The fact that this is not so is probably attributable to the recruitment of a significant number of persons from other careers (including those entering university administration as a second career having been in the armed forces or the colonial service). From the view point of those in the younger age groups the position is encouraging in that the tables suggest there will be a significant number of posts becoming available through retirement in the next ten to fifteen years, which is all the more important at a time of zero growth.

As a comparison Appendix VI illustrates the age structure of university staff concerned with academic services (library, audio visual, computing, laboratory, printing, publishing, etc.). It shows a markedly different pattern although this is partly explained by the significantly greater number of women employed in these areas than in administration, as well as the comparatively low average age of those working in the field of computing.

Conclusion

The tables attached to this note attempt to provide some background information based on the limited statistics currently available. It may be hoped that in future as USSR develops more of the facts and figures about the profession will become available and it is also probable that the AUT will obtain more information as a result of the right of Trade Unions to seek information from employers arising from the 1975 Employment Protection Act.

University or College	Grade IV	Grade III/IV	Grade III	Grade II/III	Grade II	Grade IA/II	Grade IA	Grade IB	Total
Aston	6		2		18		28	11	65
Bath	3		7		22		11	16	59
Birmingham	7½		16		18		49	28	110½
Bradford	7	2	4	12		12	15	9	61
Bristol	8		8		22	2	18	6	64
Brunel	4		5		9		24	7	49
City	2		4		10	1	8	7	32
Durham	11		5		12		9	16	53
East Anglia	10		9		19	14	20	16	88
Essex	4		8		9	10	15	1	47
Exeter	4		4	2	9	9	3	12	43
Hull	3		7		10	9	12	11	52
Keele	5		6		10	3	22	3	49
Kent	5		10		18		21	1	55
Lancaster	3	4	10		20	3	20	18	78
Leeds	13		22		39	5	46	28	153
Leicester	4		5		10	1	14	18	52
Liverpool	7		16		25	2	31	2	83
London	76	1	99	5	177	3	248	81	690
Loughborough	8		9		16		41½	8	82½
Manchester	15		20		53	20	28	13	149
UMIST	6		7		21		19		53
Newcastle	5		9		23	6	38	2	83
Nottingham	8		10		23		30	30	101
Reading	5		14		22	7	14	22	84
Salford	5		9		12	1	34	5	66
Sheffield	6	3	11	2	22	4	41	5	94
Southampton	5	2	13		30		21	23	94
Surrey			7		17		15½	12½	52
Sussex	3		13	2	18		32	6	74
Warwick	4		12		16	4	26	13	75
York	6		9		13		17	4	49
Aberystwyth UC	4		4			10	8½	4	30½
Bangor UC	3		3	3	10	2	15	7	43
Cardiff UC	4		6		13	6	15	18	62
Lampeter	1				2		4	1	8
Swansea UC	2	7	4	1	13	2	25	3	57
UWIST	2		5		5		7	12	31
WNSM	1	2			4		2	8	17
Aberdeen	6		8		13		23	39	89
Dundee	6		7		18		16	5	52
Edinburgh	9		13		32	1	33½	17½	106
Glasgow	7		14		18	3	21	15	78
Heriot-Watt	5		10		13	1	10	16	55
St. Andrews	3		6		5	11	5	17	47
Stirling	4		6			17	15	1	43
Strathclyde	7		12		18		16	27	80
Queen's Belfast	2	2	4		11		24	18	61
Ulster	2		5		11		6	3	27
TOTAL	326½	23	497	27	929	169	1217	646	3834½

NOTE: Where posts in combined grades (e.g. Grade IA/II) are shown, in nearly all cases such posts have been so graded as part of the transitional arrangements for staff already in post; new appointments will be made in the separate grades of the national agreement.

DISTRIBUTION BY FUNCTION AND GRADE - ALL UNIVERSITIES

TABLE (b)

Function	GRADE								TOTAL
	IV	III/IV	III	II/III	II	IA/II	IA	IB	
Academic Administration	155	7	174	7	313	63	542½	262½	1524
Finance	63½	6	68	8	127	13	173	91	549½
Estates and Buildings	49½	3	104	3	152	13	176	89	589½
Other	58½	7	151	9	337	80	325½	203½	1171½

NOTE: See footnote to TABLE (a)

DISTRIBUTION BY FUNCTION AND GRADE - LONDON

TABLE (c)

Function	GRADE								TOTAL
	IV	III/IV	III	II/III	II	IA/II	IA	IB	
Academic Administration	41	1	36	2	88	1	121	31	321
Finance	14	-	16	2	21	-	37	13	103
Estates and Buildings	7	-	19	-	19	-	31	7	83
Other	14	-	28	1	49	2	59	30	183

NOTE: See footnote to TABLE (a)

Table (d)

Percentage Distribution: AUT Analysis of Graded Posts in the
Administrative Structure at each Institution at July 1976

Institution	GRADE								% Senior(a) Posts	
	IV	III/IV	III	II/III	II	IA/II	IA	IB	(b)	(c)
Aberdeen	7		9		15		26	44	28	16
Aberystwyth	13		13			33	28	13	22	26
Aston	9		2		28		43	17	15	12
Bangor	7		7	7	23	5	35	16	17	14
Bath	5		12		57		19	27	23	17
Belfast	3	3	7		18		39	30	19	26
Birmingham	6		14		15		41	24	26	20
Bradford	11	3	7	20		20	25	15	25	21
Bristol	13		13		34	3	28	9	28	25
Brunel	8		10		18		49	15	21	18
Cambridge ¹										
Cardiff	6		10		21	10	24	29	23	16
City	6		13		31	3	25	22	24	19
Dundee	12		13		35		31	10	28	25
Durham	21		9		23		17	30	43	30
East Anglia	11		10		22	16	23	18	26	22
Edinburgh	8		12		30	1	32	17	25	21
Essex	9		17		19	21	32	2	26	26
Exeter	9		9	5	21	21	7	28	26	19
Glasgow	9		18		23	4	27	19	33	27
Heriot-Watt	9		18		24	2	18	29	38	28
Hull	6		13		19	17	23	21	24	19
Keelo	10		12		20	6	45	6	24	22
Kent	9		18		33		38	2	28	27
Lampeter	12				25		50	12	14	13
Lancaster	4	5	13		26	4	26	23	28	22
Leeds	8		14		25	3	30	18	28	23
Leicester	8		10		19	2	27	35	26	17
Liverpool	8		19		30	2	37	2	28	28
London	11	1	14	1	26	1	36	12	29	26
Loughborough	10		11		19		50	10	23	21

Institution	GRADE								% Senior Posts	
	IV	III/IV	III	II/III	II	IA/II	IA	IB	(a)	(b)
Manchester	10		13		36	13	19	9	26	23
UMIST	11		13		40		36		25	25
Newcastle	6		11		28	7	46	2	17	17
Nottingham	8		10		23		30	30	25	18
Oxford ¹										
Reading	6		17		26	8	17	26	30	23
St. Andrews	6		13		11	23	11	36	30	19
Salford	8		14		18	2	52	8	23	21
Sheffield	6		12	2	23	4	44	5	22	21
Southampton	5		14		32		22	24	28	21
Stirling	9		14			40	35	2	24	23
Strathclyde	9		15		23		20	34	36	24
Surrey			13		33		30	24	18	13
Sussex	4		18	3	24		43	8	24	22
Swansea	4		7	2	23	4	44	5	24	23
Ulster	7		19		41		22	11	29	26
UWIST	4		16		16		23	39	36	23
Warwick	5		16		21	5	35	17	26	21
York	12		18		27		35	8	33	31
TOTAL	8	1	13	1	24	4	32	17	27	22

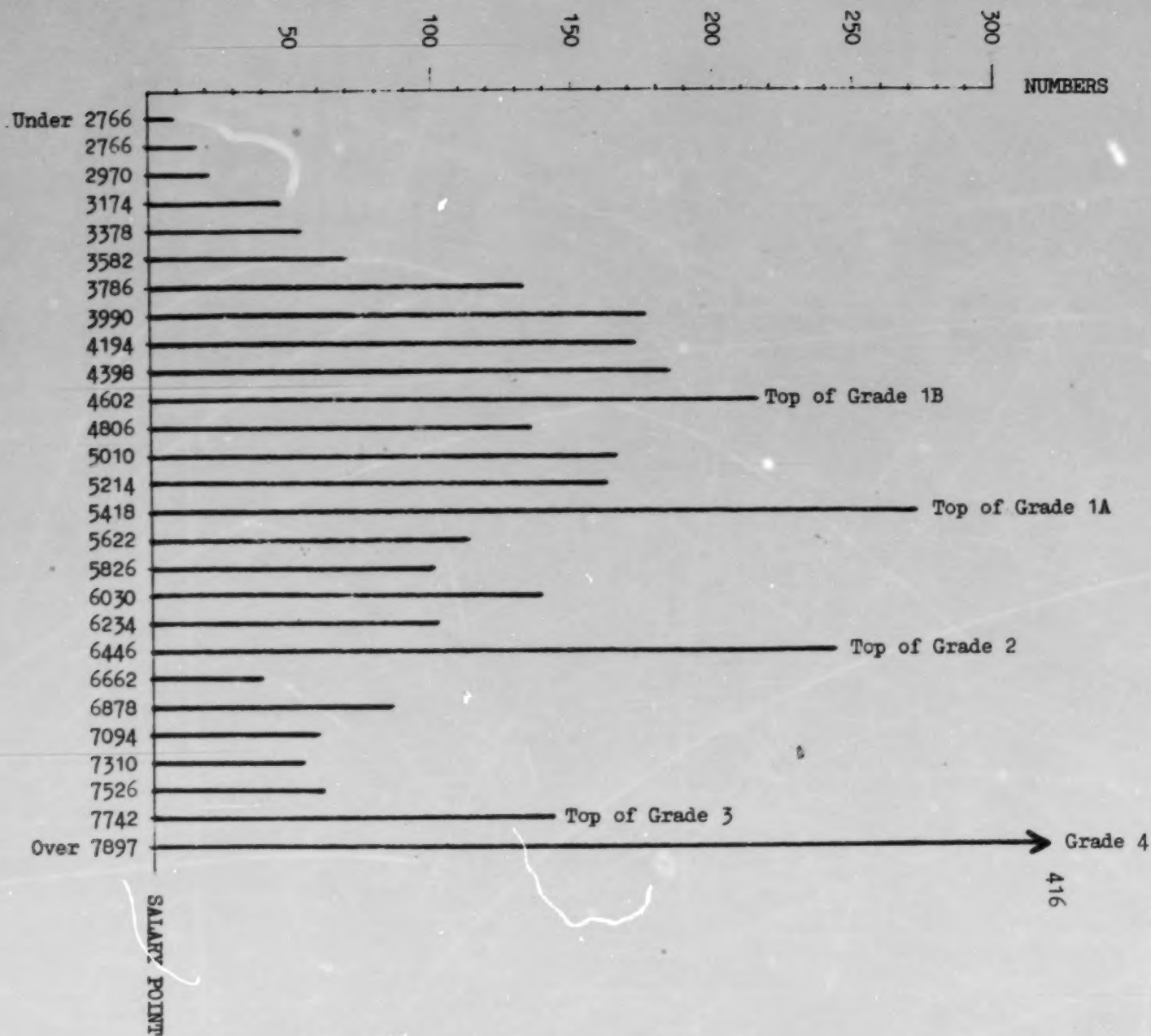
¹ Not available.

Notes:

- (a) Percentages given are to the nearest whole figure.
- (b) Grade IB and combined grade II/III are excluded from the calculations to arrive at the percentage of senior posts.*
- (c) Grade IB is included and combined grade II/III is excluded from the calculation to arrive at the percentage of senior posts.

* Grade IB is excluded from the calculation on the basis that those staff in a grade with a minimum less than that of the lecturer grade is excluded from the senior/junior staff ratio calculation by the UGC.

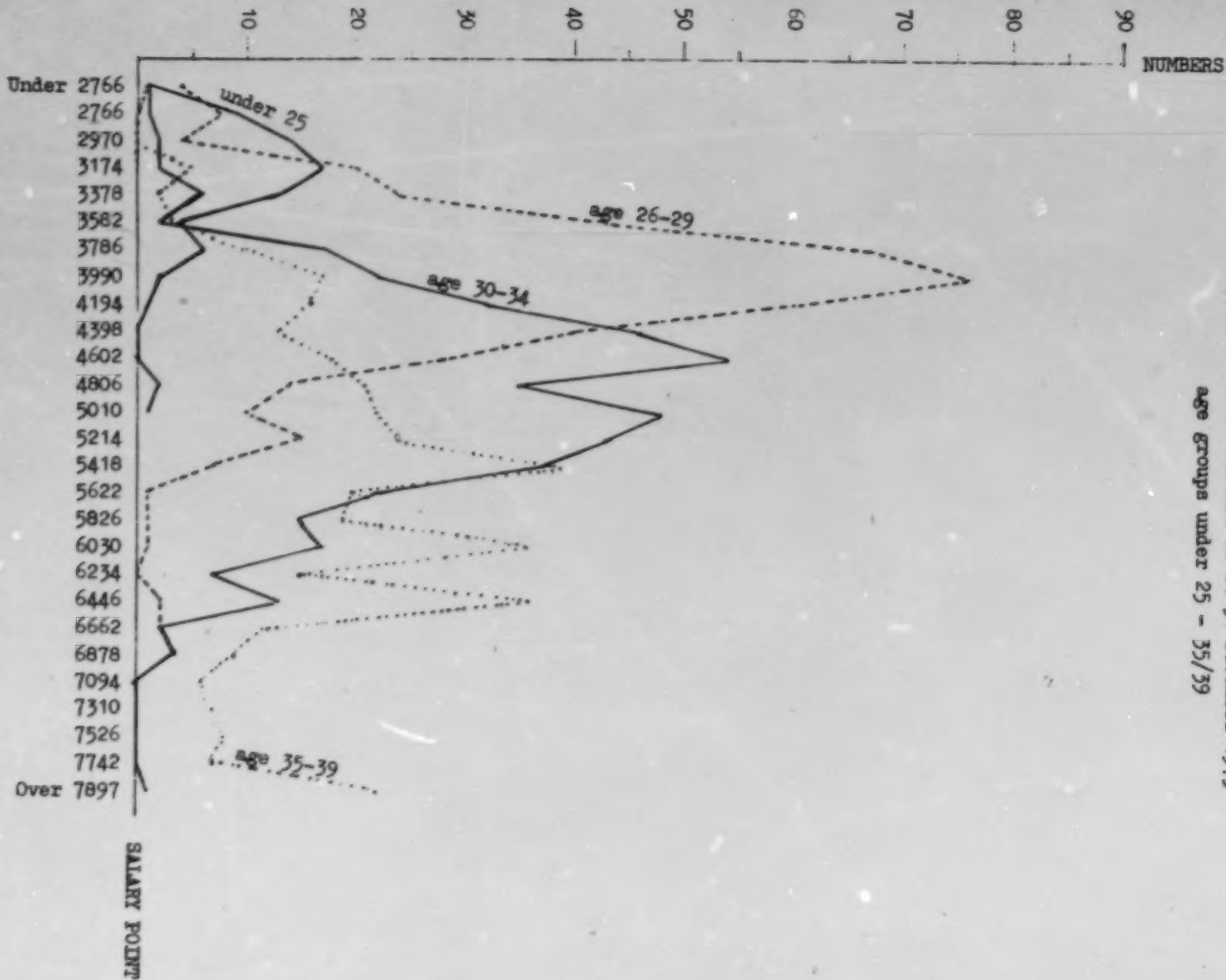
Salary Structure of University Administrators
men + women combined as at 31 December 1975



Salary Structure of University Administrators by Age Bands

Men + Women combined as at 31 December 1975

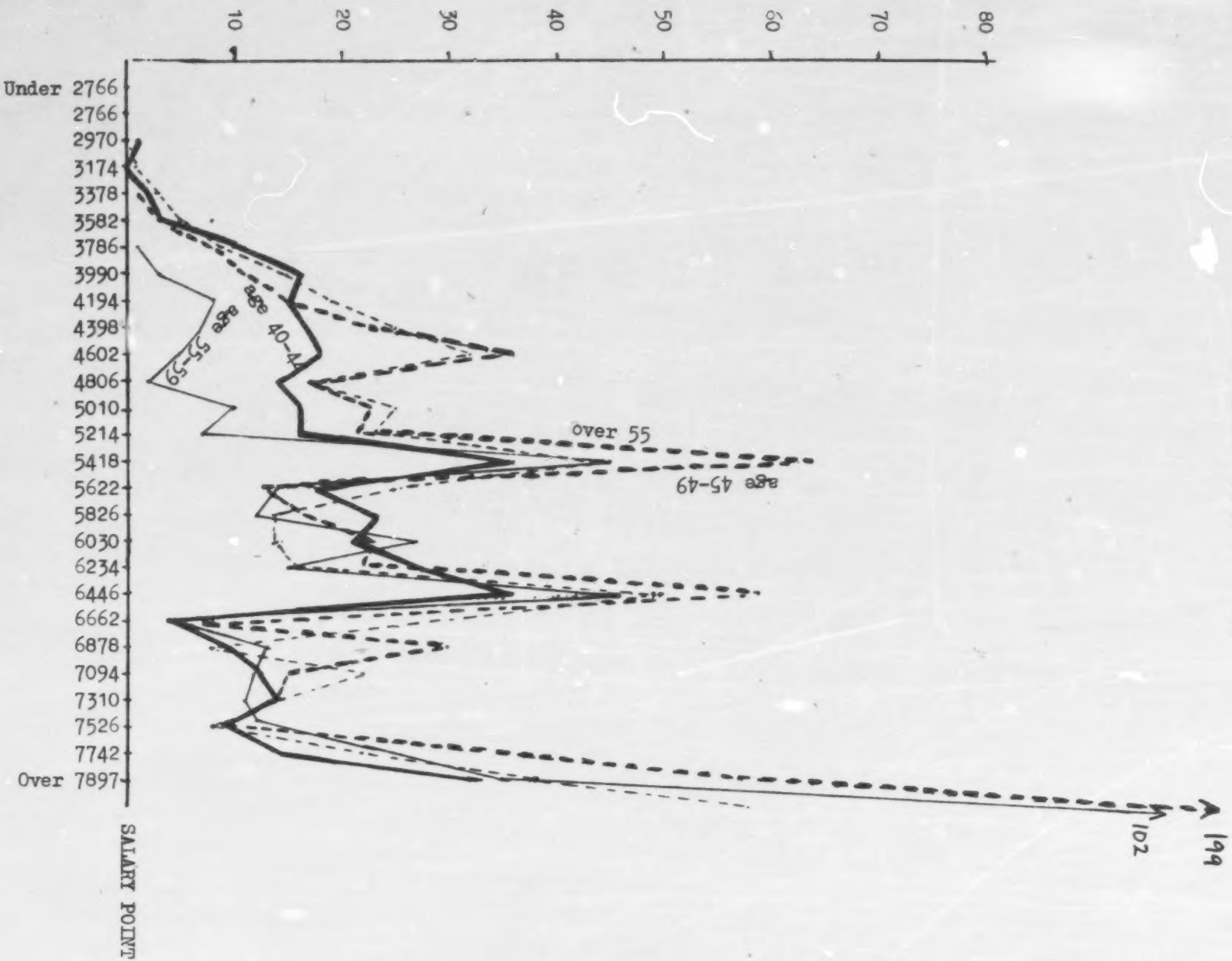
Age groups under 25 - 35/39



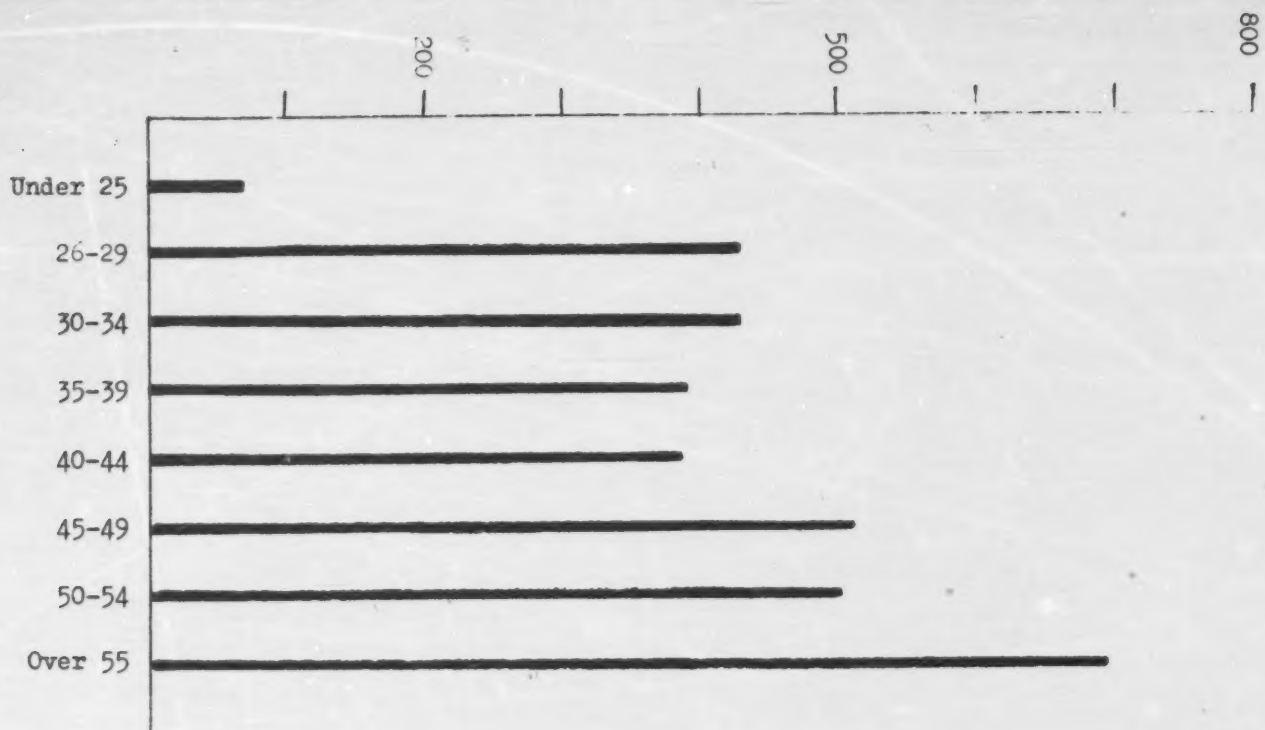
Salary Structure of University Administrators by Age Bands

men + women combined as at 31 December 1975

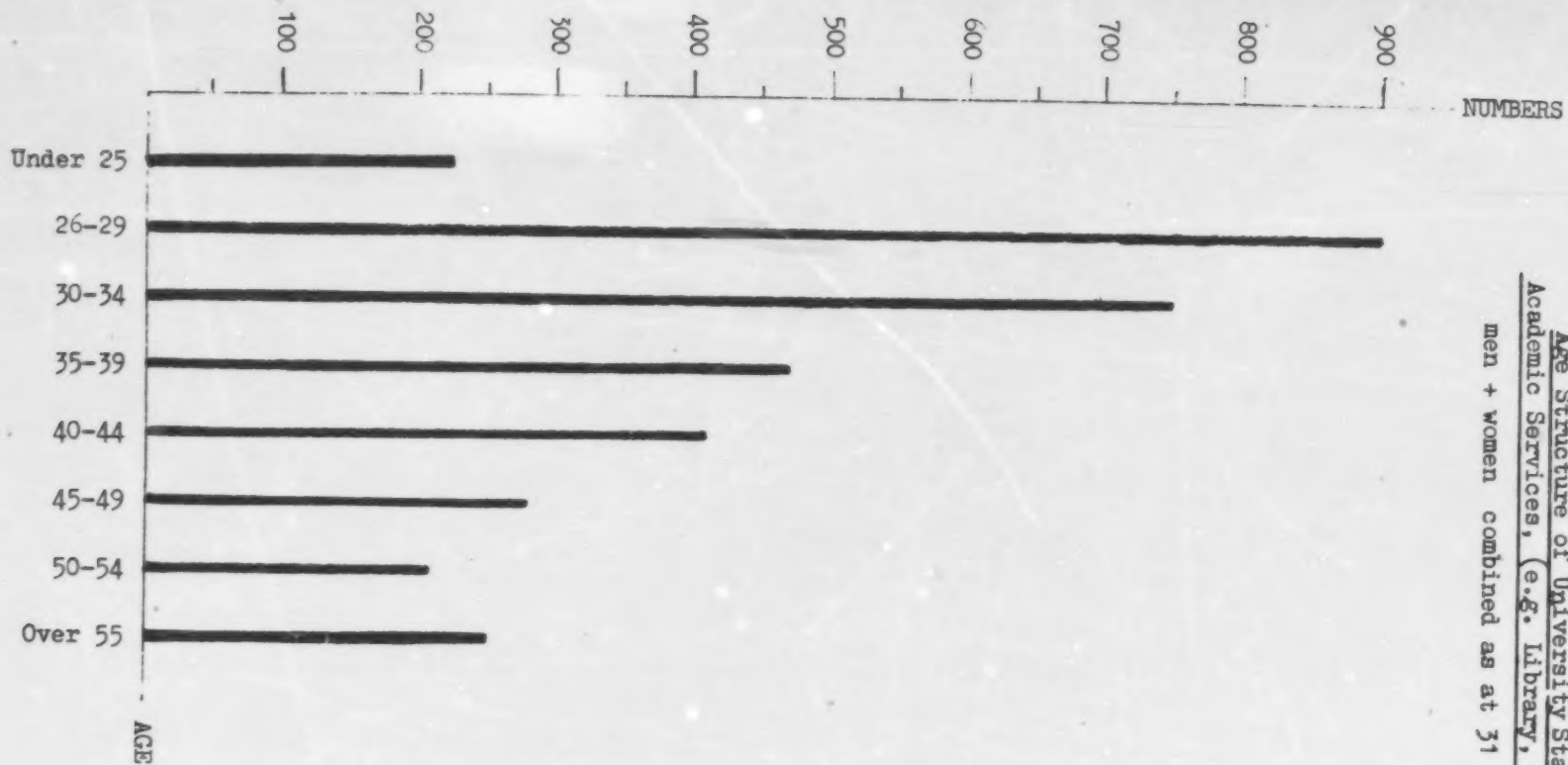
age groups 40/44 - over 55



Age Structure of University Administrators
men + women combined as at 31 December 1975



Age Structure of University Staff Providing
Academic Services, (e.g. Library, Computing, etc.)
men + women combined as at 31 December 1975



POLYTECHNICS AND UNIVERSITIES : Love or Hate?

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A. INTRODUCTION

In this paper the authors' argument may be briefly summarised as follows:

1. The alternatives of "love" and "hate" propounded in the title introduce the wrong concept, are inappropriate, and moreover harmful, in that there is already a situation developing amongst institutions on both sides of the binary line in which misconceptions and mistrust prevail. A brief analysis of the distinguishing features of polytechnics will hopefully pinpoint some of the more general misconceptions and dispel them (section B below).
2. Administrators in polytechnics and universities should have a greater awareness of each other's roles and problems. They should accept that they are all in the same business, and that there are positive gains to be made by a greater co-operation. In spite of the distinctions between both types of institution, there are no basic differences in overall goals and objectives. Nevertheless, the problems facing universities and polytechnics are of a similar order, and although a co-operative approach to problem solving is likely to be mutually beneficial, there is bound to be competition in a situation in which available resources are becoming more scarce which in turn may give rise to a "love - hate" relationship. Areas which may become potential flashpoints are identified. (section C).

B. SOME DISTINGUISHING FEATURES OF POLYTECHNICS

In attempting an assessment of the distinguishing features of polytechnics it has to be recognised that it is as difficult to generalise about them as it is about universities. Nevertheless, it is possible to draw out the following features:

1. Range of courses offered. Most of the 30 polytechnics are providing a wide range of educational opportunities in both breadth and depth:
 - (a) it is possible to take courses in polytechnics in almost every one of the UGC - defined subject groups (see Figure 2), and in an increasing number of permutations of these disciplines, presented as joint, integrated or modular courses etc.

(b) although over the past decade there has been a growing concentration of courses at undergraduate level, there is by no means a neglect of provision at either the subdegree or postgraduate levels. "Academic drift" is still discernible, but it can be argued that it has led to an improved balance of provision by an increased postgraduate course development. Most polytechnics now offer a range of levels of study from post 'A' level work through to doctoral research.

2. Mode of course provision. The new polytechnics inherited a strong tradition of part-time teaching, one of the few features which has been maintained and developed. In a period in which the growth of full-time student numbers is constrained by building capacity as much as any other factor, there has understandably been a concentration on alternative ways of increasing numbers by maximising the use of accommodation in off-peak periods.
3. Experimentation in course schemes. From the beginning one of the great issues in the polytechnic sector has been that of self validation. In their assessment of the CNAA's role to date, the two sides in the argument have seen the Council as a restrictively bureaucratic device (influenced by university academics) for stifling initiative on the one hand, and as an excellent mechanism for developing critical self discipline and judgement on the other. It has even been suggested that universities themselves could benefit from such a system. It remains a fact, however, that polytechnics are distinguishable by their lack of power to award their own degrees and their dependence on CNAA for accreditation of courses at degree level. Surprisingly, this does not appear to have acted as a constraint on modest experimentation within course schemes; the imposed discipline which requires a new course to be documented fully in every aspect, has probably turned the attention of those involved in course innovation to the problems and alternative solutions which present themselves once the act of spelling out how aims and objectives are to be achieved is embarked upon. Although there is occasionally resistance to new ideas from CNAA Panels, a case well presented and argued from a sound academic basis will usually receive sympathetic treatment, and an examination of CNAA polytechnic courses approved over the last three years would reveal a very open approach to traditional problems such as course organisation, curriculum development, assessment methods.
4. Experimentation in teaching methods. This has been a less distinctive aspect of the polytechnic sector. A tradition which has fostered a tendency to overteach has also nurtured a conservative approach to pedagogy. Certainly Educational Technology has an established base in most polytechnics and a greater emphasis on seminar and tutorial teaching is discernible, but overall this is not an area in which there has been a great innovation.

5. Less exclusive in recruitment of students. There is little doubt that the public image still sees polytechnics as second class alternatives to universities, whereas the original intention was to provide alternative educational opportunities at a variety of levels to those offered by the universities. This has been assumed to mean chances to qualify for the less able who were unsuccessful in obtaining university places. Whether or not this has had any bearing on the quality of the finished product, is, of course, very much open to debate. Polytechnics appear to have responded to this situation by adopting a more liberal approach to their admissions requirements, which has resulted in a student population with a significant mix of mature and overseas students.
6. Criteria for selection of academic staff. This tends towards a different approach from that discernible in universities. While due respect is paid to the standard considerations of class of degree, higher qualifications, research and publications, etc., much emphasis is also placed on teaching experience and ability and relevant industrial or professional experience.
7. Links with industry and commerce. The recognition of external experience as an important criterion for recruiting academic staff reflects the original concept that polytechnics should have close links with industry, commerce and the professions. Indeed, in the original White Paper "the needs of industry" was listed as a criterion for designating polytechnics second only to the likely demand for higher education places. A pattern of close industrial, commercial and professional links has been generally established and is reflected in the nature of the courses offered.
8. Links with the community. The community-role of polytechnics is part of the relevance debate. All but one of the polytechnics are set in urban environments and this is no accident. Some of the 30 have a national and even an international outlook, but all have a very clear concept of the importance of their role in relation to the local community. This has never been a feature of great importance in university provision - witness the regard with which the typical University Extra Mural Department is held.
9. A greater emphasis on teaching and correspondingly less on research. There is no doubt that in polytechnics the amount of face to face tuition given to a student is greater than in most university courses. There is correspondingly less emphasis on self directed learning at undergraduate level, which may be attributable to a number of reasons - technical college traditions which linger on, (overteaching is still a feature of some of the technological universities), poor library facilities, background of students etc. It is not true to say, however, that a corollary of this is less emphasis on research. The realisation of the essential interaction between postgraduate research and undergraduate teaching seems to have taken hold in the polytechnics during the first half of the 70's. There is now a reasonable counterbalance to undergraduate teaching in the form of funded and personal

research. Work done at postgraduate level generally tends, however, to be applied rather than pure.

10. Basis of funding and management. The most obvious distinctive feature of polytechnics is the reliance on Local Authority financial support granted on an annual basis. This is by no means the most glorious attribute of polytechnics, and hence, features at the end of our list. There are a number of problems which flow from Local Authority dependence which are not relevant to this section. The point of significance to note here is that it is a relationship which naturally attempts to give emphasis to the community-orientation, and that in institutions which have wider perspectives this can lead to tension.

C. POSSIBLE AREAS OF CO-OPERATION, OR RIVALRY

It is our general argument that there is need for a greater understanding between all institutions involved in Higher Education, and in particular that polytechnics and universities are really attempting to do the same sort of things. It is important that this common identity of purpose is given greater recognition. Certainly competition between institutions to achieve and demonstrate excellence is healthy up to a point: but in the present economic situation there is a limit to which this can be pursued, beyond which it begins to obscure and militate against goals which warrant a co-ordinated approach. The obvious rejoinder to this thesis is that even if it is true, the range of problems facing universities and polytechnics is of such an order of difference that their very nature places the two sets of institutions in separate categories anyway. A closer examination of some of the potential problems suggests that this is not true; examples are set out below. The Group is invited to discuss them with a view to suggesting common solutions.

1. Fluctuations in student demand. This is the most obvious; Figure 1, showing the trends in the number of 18 year olds, sets out the problem. The size of the 18 year old age group rises sharply to 1982-83 but will drop alarmingly thereafter. At the moment the UCCA application figures show an increase in the home demand of some 6% i.e. twice the rate of this year's increase in the number of 18 year olds, but in the longer term the trend in potential students numbers is reversed sharply. The universities will have to consider how to react to this situation, where the overwhelming majority of their students are full-time first degree students in the 18-21 year old age group. Although over the past decade degree work has become very much the "normal" work in polytechnics, there is nevertheless a greater age mix, with students having entered by routes other than the traditional GCE path being generally older. Recent studies have shown, furthermore, that the age range of students in polytechnics is moving away from the 18-21 band. Polytechnics are already catering for alternative forms of educational provision (short course, part-time, block-release, modular) and would seem to be better placed to respond to the situation. The fundamental problem facing universities will be how to be flexible in structures, organisation, and philosophy of outlook so as to reflect the changing situation.

2. **Resource provision.** There is a general feeling within polytechnics that in resource terms they are poor neighbours to universities: universities on the other hand may feel with some justification that the capital injection to the developing polytechnics has deprived them of much needed support. Whichever view is held it is now quite clear that both sectors are faced with the overall problem of diminishing resources: Figure 1 would seem to indicate that additional provision over the next ten years in terms of staff or buildings is not justified. There will need to be discussion across both sides of the binary line on such problems as how to measure activity in meaningful terms, how to take up slack in the system, how to order and get agreed priorities for provision and development, how to retrain or excise staff whose skills are no longer relevant, etc. Universities may bemoan the passing of the quinquennial system of financing, but the impossibility of planning ahead without any guarantee of funds is a situation which the polytechnic administrator has had to live with from the beginning.
3. **Course provision.** In a contracting situation some rationalisation between courses offered in polytechnics and universities will be necessary but it will be a brave Secretary of State who grasps this particular nettle. It is not clear how it could be done; there is common recourse to a national Higher Education Commission or regional co-ordinating bodies as an answer to this, but the experiences of the public sector with Regional Advisory Councils have been such as to cast doubt on the efficiency or desirability of such a system. Polytechnics are popularly assumed to be able to react more rapidly than universities to a changing academic situation but the ludicrous externally-organised course approval system militates against this: they are indeed unable to respond any quicker than universities.
4. **Research.** Polytechnics have always been regarded as "teaching institutions" and there is a popular misconception that little or no research goes on inside them. This is hardly surprising when one considers that the Government's own statements on polytechnic research have always been ambivalent. There is now a significant research activity in polytechnics (particularly in the applied area) but in the competition for limited funds from Research Councils undoubtedly polytechnics will be at a disadvantage in having no "big science" on the one hand (although this must be becoming an increasing headache in those universities where it exists), and very little experience of case-making on the other.
5. **Communal facilities.** In any competition for funds, the polytechnics are well behind on many basic requirements (halls of residence, recreational facilities etc). It ought to be possible for universities and polytechnics to co-operate on student communal/welfare matters (the 1966 White Paper specifically mentions "mutually advantageous links with universities through sharing of staff, joint use of communal and other facilities") but the history of co-operation is not a happy one. In this respect the binary line has become a Berlin Wall.

6. Private funding beyond Government provision. A number of polytechnics and universities have already concluded that if their allocation of resources from public funds is to be contained or diminished, they must look to some form of private enterprise to maintain existing activities and to enable the development of new ones. Research companies, consultancy companies, overseas contacts, research and development contacts etc. are all possible ways of capitalising on invested plant and skills, to the overall advantage of the institution. But is an institution which is publicly financed entitled to enter the world of private enterprise where gain might accrue to the institution or individuals? If so should not the funding body offset the amount of gain against the grant it is giving to run the institution? Furthermore, since the funding authority is making a substantial financial investment in the institution, should it not have some say in how that investment is used?
7. National legislation and trade unions. The introduction of national legislation giving protection to employees in regard to terms of employment, working conditions etc. is posing its own set of problems for administrators in both the public and private sectors. Quite understandably the development of such legislation has been accompanied by a growth of strength amongst the various trade unions operating in institutions of higher education. The cut back in resource provision has in turn provided the unions with a number of issues on which they can justifiably become vociferous within polytechnics and universities as well as at national level, so that the whole area of industrial relations in the academic context is now one that requires expert handling by management in higher education generally. There certainly does not appear to be any particular aspect of this problem area which is peculiar either to polytechnics or universities, but decisions in one sector can very easily have repercussions in the other.
8. Educational management. All of the above problems, and many more which are not mentioned here, create specific difficulties for management teams in polytechnics and universities. There is a clear need for improved understanding and knowledge amongst all administrators, as well as greater familiarity with an increasing range of sophisticated management techniques. Joint training ventures are few and far between however; both sets of administrators, understandably, seem preoccupied with the training of their "own kind". But there has been movement by administrators out of the universities into the polytechnics; they have carried with them the professional approach to educational administration which exists in the universities, with the result that there is now a strong body of administrators in the public sector, who are not only doing the same job as their colleagues in universities but talk the same language. Perhaps, however, the need for a more sympathetic recognition of the problems likely to face all administrators in the next fifteen years remains the greatest problem of all.

Note on Contributors

Both authors have had administrative experience in a variety of educational institutions, Malcolm Crr in two universities, two London university colleges and a polytechnic, and Keith Houghton in three universities and a polytechnic.

FIGURE 1

18 year old population in Great Britain - January 1962 to 1994

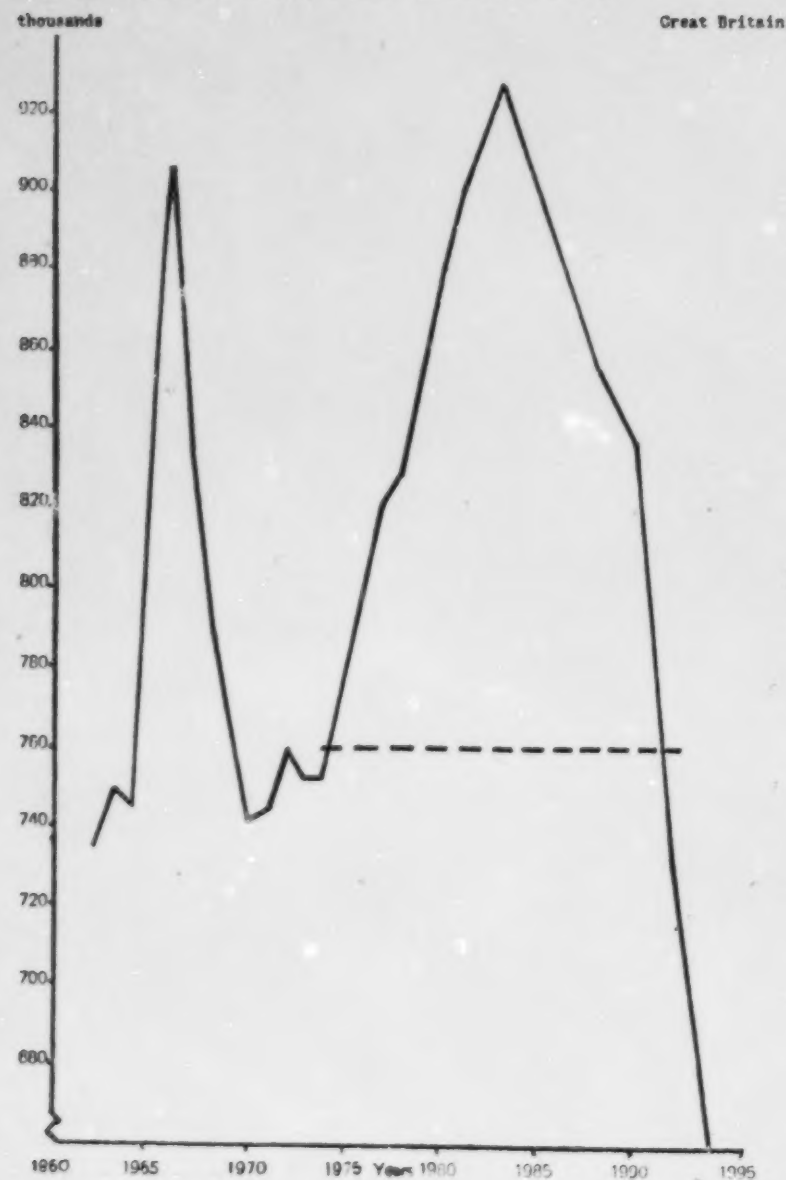
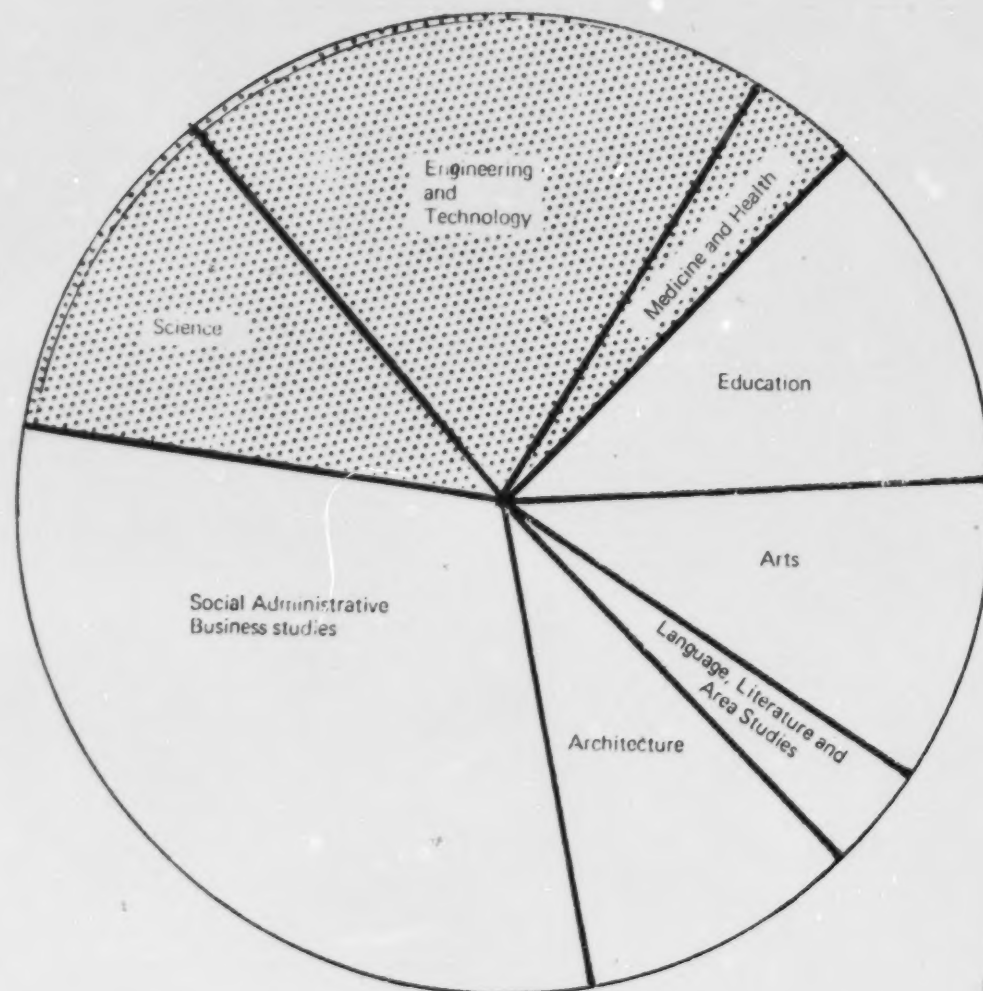


FIGURE 2

PERCENTAGE DISTRIBUTION OF POLYTECHNIC STUDENTS BY SUBJECT GROUP 1975/76



List of papers and reports received but not included in the Proceedings

Faculty Administration

Paper presented by Mr D M Jones (Aberdeen)

Financial Accounting

Papers presented by Mr L Ricketts (Sussex),
Mr A S Watt (Strathclyde) and Mr N J A Sladen (Sussex)

Resource Allocations

Academic Computing

Paper presented by Mr F J Orton (Sheffield)

Decentralisation

Report by Mr E R Chandler (Brunel)

New Stages for Degrees

The degree structure at the University College at Buckingham

Paper presented by Mr L Wilson (University College at Buckingham)

Degree patterns in the University of Wales

Paper presented by Mr R W J Evans (Wales)

Universities and the Local Community

Paper presented by Mr R V Barnes (Swansea)

Career Prospects for University Administrators

Report by Mr J F D Lauwerys (Imperial College)

The Administrator as Entrepreneur - the use of university
facilities for profit

Paper presented by Mr G J Bodycombe (Swansea)

Future of Higher Education in the UK

Graduate Manpower Deployment

Paper presented by Mr H B Putt (Director, Central
Services Unit for University and Polytechnic Careers
and Appointments Services)